

# PLAYGROUNDS

THEIR ADMINISTRATION  
AND OPERATION









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THEIR ADMINISTRATION AND OPERATION

NATIONAL RECREATION ASSOCIATION

EDITED BY

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TO  
JOSEPH LEE

NO MAN HAS DONE MORE  
FOR PLAYGROUNDS





# TABLE OF CONTENTS

CHAPTER	PAGE
INTRODUCTION . . . . .	ix
I. THE FUNCTION OF THE PLAYGROUND . . . . .	I
THE PLAYGROUND PLANT	
II. PLAYGROUND LAYOUT AND EQUIPMENT . . . . .	9
III. PLAYGROUND SUPPLIES . . . . .	27
IV. PLAYGROUND MAINTENANCE . . . . .	37
LEADERSHIP	
V. PLAYGROUND LEADERSHIP . . . . .	51
VI. SELECTING PLAYGROUND WORKERS . . . . .	68
VII. TRAINING PLAYGROUND WORKERS . . . . .	81
VIII. RATING PLAYGROUND WORKERS . . . . .	91
IX. JUNIOR LEADERSHIP ON THE PLAYGROUND . . . . .	96
X. VOLUNTEERS ON THE PLAYGROUND . . . . .	109
ACTIVITIES AND PROGRAMS	
XI. PLAYGROUND ACTIVITIES . . . . .	117
XII. IMPORTANT FACTORS IN PROGRAM PLANNING . . . . .	138
XIII. SUMMER PLAYGROUND PROGRAMS . . . . .	152
XIV. PROGRAMS FOR OTHER SEASONS . . . . .	169
XV. METHODS OF ORGANIZING AND CONDUCTING ACTIVITIES . . . . .	195
ADMINISTRATIVE PROBLEMS	
XVI. ADMINISTRATIVE CONTROL OF PLAYGROUNDS . . . . .	209
XVII. PLAYGROUND STAFF ORGANIZATION . . . . .	217
XVIII. PERSONNEL REGULATIONS . . . . .	232
XIX. REGULATING THE USE OF AREAS AND FACILITIES . . . . .	244
XX. PLAYGROUND FINANCE . . . . .	256
XXI. RECORDS AND REPORTS . . . . .	278
XXII. INFORMING THE PUBLIC . . . . .	311
XXIII. PLAYGROUND RELATIONSHIPS AND ORGANIZATIONS . . . . .	321
PROBLEMS OF OPERATION	
XXIV. SAFETY ON THE PLAYGROUND . . . . .	333
XXV. PROBLEMS OF CONDUCT . . . . .	349
XXVI. PLAYGROUND AWARDS . . . . .	354
XXVII. ACTIVITIES AWAY FROM THE PLAYGROUND . . . . .	368
XXVIII. OPENING AND CLOSING THE PLAYGROUND . . . . .	374
XXIX. THE PLAYGROUND WORKER ON THE JOB . . . . .	379
BIBLIOGRAPHY . . . . .	393
INDEX . . . . .	399



## FOREWORD

A large number of recreation workers throughout the country have helped to make this volume possible by sharing their experiences with the National Recreation Association. Valuable suggestions have been received from the following who read the manuscript either in whole or in part: Lee F. Hanmer of the Russell Sage Foundation; Ernst Hermann of Newton, Massachusetts, and James S. Stevens of Greenwich, Connecticut. Special acknowledgment is made to Abbie Condit and Mary J. Breen of the Association staff, the former for her editorial assistance and the latter for her constructive criticism of the manuscript and especially for her help in the preparation of Chapter XV.



## INTRODUCTION

There has long been need for a book dealing with the many methods and problems involved in the operation of an individual playground and in the administration of a playground system. Much has been written on the subject of playgrounds but it relates primarily to their value and need, their layout and equipment, the qualifications of leaders and the activities which are suitable for use in the playground program. Relatively little has been written, however, concerning many important methods and problems which are of vital interest to all who are concerned with playground administration and operation.

The needs and interests of three special groups have been considered in the preparation of this volume. The material is designed to help playground authorities work out a satisfactory plan of operation and maintain an effective standard of service. It should also prove useful to the worker on the individual playground by pointing out desired objectives and suggesting methods of attaining them, by presenting some of the problems involved in administering playgrounds and by offering practical suggestions for conducting a successful playground. Finally, it is believed that this publication will serve as a valuable manual for use in playground courses in schools and colleges.

The playground is commonly recognized as a play area for children's use. On the other hand, in recent years, due to a greater emphasis upon larger areas and to the fact that large numbers of young people and adults have more free time in which to play, the playground is increasingly used by these age groups. Although the playground is primarily for children it is recognized that in many cities large numbers of young people and adults will be served by the playgrounds as well as by the neighborhood playfields and other larger play areas.

An attempt has been made to limit this publication to a consideration of playgrounds and to omit any discussion of other types of recreation centers or services. Therefore, such subjects as school centers, community-wide athletic or music programs, swimming pools or industrial recreation are not considered here. Because playgrounds are sometimes a part of larger areas and are usually conducted as a division of a community recreation program, it is difficult to exclude all other factors. Nevertheless, in so far as possible, this book deals only

with subjects and problems relating primarily to the administration of a playground system or the operation of an individual playground.

Because the playground itself is the place on which the play program is carried on and without which the program is not possible, the playground plant is considered first. Then follows a discussion of leadership, since without competent leaders the playground will not serve its purpose. Leadership, utilizing the playground and its facilities, develops a program of activities which provides the subject for the next section. This is followed by a discussion of the methods of organizing and conducting activities on the playground. There are a number of important problems involved in administering a playground, and especially a playground system, which are related primarily to the functioning of the department in charge. Among them are staff organization, record keeping, finance and regulations of various types. Following a consideration of them is a section dealing with another group of problems concerned more particularly with playground operation as it relates to the people served by the playgrounds. Finally, specific suggestions are offered to the individual playground worker as to how he can apply personally many of the methods and principles which have been given earlier in the book.

The question "Why have playgrounds?" is not discussed at length here. The playground is widely recognized as an essential community feature. Educational authorities not only consider playgrounds essential but emphasize the importance of large play areas. Arguments for playgrounds are still needed in many cities but they can be found in other publications. The value and need of playgrounds are taken for granted in this volume.

Other subjects which are omitted are the planning and acquisition of a playground system and the organization and establishment of a playground program. A consideration of these subjects involves such questions as the conducting of a playground survey, the relation of playgrounds to the city plan and a study of existing facilities and activities. These are important subjects but they are not primarily matters of playground administration or operation.

Similarly, because much literature on playground activities is available, rules for games and descriptions of other play activities have been omitted from this publication. Consideration is given, however, to the planning of an activities program and a few suggestions are offered for organizing and conducting several typical play activities.

Much of the material presented has been based upon the experience in large cities. Nevertheless, it is desired that this book be of the greatest possible use to small communities and it is believed that they may adapt many of the suggestions to meet their own conditions and needs.

## CHAPTER I

### THE FUNCTION OF THE PLAYGROUND

The playground, almost unknown at the beginning of the century, has become widely recognized as an essential community feature. Educators, judges, church leaders and high government officials testify to the value of playgrounds and their contribution to city, town and village life. Before the problems of administering playgrounds are discussed, it is well to understand the essential services which they render. What are the objectives of the playground which make it so important in modern life?

The expenditure of funds for acquiring, equipping and conducting playgrounds has often been justified on the basis of their contribution to the fun, safety, health and character of the children. These are among the chief benefits which persons using the playgrounds receive from them and they may be expected from every well-developed playground conducted under competent leadership.

"Fun is the birthright of every child and the prerogative of every adult." The playground provides opportunities for children to have fun—to enjoy themselves completely. Young people find satisfaction, joy and sport in their participation in playground activities. Adults, too, gain wholesome enjoyment and pleasurable relaxation from their visits to the playground, either to take part in activities or to watch others play. Skills acquired on the playground in childhood or youth are often used in leisure activities throughout life. It is impossible to measure the great happiness which the playground brings to the people of a community.

The playground contributes to the safety of children, especially in the cities. By attracting children from the streets—the only other place many of them have for play—the playground reduces the number of street accidents. And it is a safe place to play, as records from many cities show. For example, in one city only three accidents were reported on its five playgrounds during a period when the total attendance was 767,868. At a time when traffic hazards and street accidents are on the increase, no wonder the playground has won a place of high esteem among parents and city fathers!

The opportunity and incentive which the playground affords for long periods of varied activity in the sunlight and open air are of great health value to children, especially in the crowded sections of

our cities. Participation in strenuous sports, under careful supervision, provision of quiet activities during the hottest hours of the day and the building of stronger bodies through apparatus play and team games are among the contributions which the playground makes to the health of children and youth. The value of recreational activity as a means of maintaining physical vigor has long been recognized and the necessity for a wide variety of emotional interests in order to assure mental health has received much emphasis in recent years. In an editorial on this subject the *New York Times* pointed out that "for developing that physical vigor, great masses of men, women and children have to depend partly upon community recreational facilities."<sup>1</sup> And the most important of these is the playground.

The playground contributes to character through the development of right habits, attitudes and responses in the various play activities. "Moral choices must be made at every turn in the course of games and competitive sports." On the playground there arise continually situations which afford intelligent leaders an opportunity to guide children and youth in the development of high ideals and proper conduct. Much emphasis has been laid upon the playground as a factor in the reduction of delinquency. True as this is, the potentiality of the playground as a positive force in the formation of character and in the development of leadership qualities is of still greater importance.

#### THE IDEAL PLAYGROUND

The question may well be asked, "In what specific ways does the playground make possible the attainment of these general benefits which have been recorded?" What is there about the playground which attracts people and causes them to repeat their visits with such regularity? In a large number of cases, especially among children, the first of the factors mentioned—fun—goes far toward explaining the playground's popularity, but it does not tell the whole story. A listing of the more important characteristics of the playground and of its essential services is helpful in understanding the value and popularity of the playground. Statements by children in a number of cities have been drawn upon in preparing the following list.

The ideal playground is a place where:

1. All the children in the neighborhood have room enough to engage in their favorite play activities. This means a *large playground*—the kind of a playground which children repeatedly ask for. There is no crowding with its resulting hazards, no long periods of waiting to play games—and there is plenty of space for the many varied things children enjoy doing.

<sup>1</sup> "Minds Diseased." New York: *New York Times*, August 17, 1933.



2. Attractiveness, orderliness and good design afford a pleasant setting for play. It is in striking contrast to the street, and all too often to the living conditions in the neighborhood. Children love the playground because it is "a pretty place," free from "no-trespassing" signs, with trees, shrubbery, grass and a good surface. It is a place where the mother enjoys sitting for an hour or more watching her small child at play in the sand box or wading pool.

3. Boys—and girls too—can "let off steam" and use their energy without repression by or annoyance to their elders. The handball court, the ball diamond and the playground apparatus afford fun for the boy and outlets for energy which might otherwise be unwisely expended. They may steal bases, skin the cat and get other thrills without becoming entangled with the law.

4. Due to wise planning and leadership each age is given a chance to play. The child wants to play where he will not be annoyed or chased off by the older boys, and where there are activities which appeal to and are provided especially for his own age group. On the playground are features for children of all ages. There are also parts of the playground where older brothers and sisters, mothers and fathers may play during certain periods.

5. The girls have an equal chance with the boys. Until they are about 11 or 12 years of age, boys and girls share many of their activities. However, beyond that age much of their play is carried on separately. Through provision of special facilities, careful scheduling of the use of existing features, and the planning of activities with a strong appeal to them, the playground provides girls with their share of consideration and service.

6. A variety of skills are developed—skills in crafts, team games, individual sports. The playground leader aims to help children in acquiring fundamental skills and in applying them in playground projects and activities. Children learn and become proficient in doing things, many of which they can continue to enjoy at home and in later life.

7. All kinds and degrees of abilities are recognized. The playground program has a place—for example, in the model airplane club—for the person who has a high degree of skill or ability. On the other hand, the child at the other extreme can make sand pies or take part in the simplest craft project. Varying levels or classifications of activity provide a place for the "dub" and for the "star." Those who have an ambition to excel may satisfy it but those who do not have ability are encouraged to develop it.

8. A wide variety of interests find opportunities for expression. The person who likes to act, to draw, to do stunts, to sing, to dance or to make nature collections finds on the playground a place where this interest may be utilized and encouraged. Furthermore, by coming

in contact with other individuals through participation in activities new interests are likely to be developed.

9. New acquaintances are made. On the playground many groups are formed on the basis of age, interest, skill or service. No other medium is more conducive than play to the formation of pleasant social relationships. Many children have stated that they like the playground most because it enables them to make new friends. Under the wise leader, bashfulness and timidity on the part of children are often overcome.

10. Children are given opportunities for service. Older boys and girls are encouraged to take responsibility for helping with various projects, and valuable leadership training is given to those who show willingness and capacity for service.

11. Fair play is the rule. Children are eager to visit the playground because they know that there they will be treated with kind consideration by the leaders and will have a chance to play fairly and according to the rules of the game. Self-control, courtesy, respect for the rights of others and obedience to rules are among the traits which are practiced on the playground.

12. There is always something interesting to do. There are quiet games and puzzles for rainy or hot days; apparatus to climb on, games like horseshoes or paddle tennis to play with one or two others, team games when the gang or team is present, special events to prepare for, take part in or watch, meetings of playground clubs, stories to listen to.

13. Children may have a good time, with a minimum danger of being hurt. As previously mentioned, the well-conducted playground is a safe playground.

14. Activities are carried on in such a way as to develop strong, healthy bodies. Over-exertion, unwise competition and unsanitary habits and conditions are not permitted.

15. Every child, including the physically handicapped, receives fair consideration and has an opportunity for happy, satisfying play activity.

16. In so far as space and facilities permit, the playground is a place where families and neighborhood groups may play together.

Although other items could be added, the preceding list includes many of the important characteristics of the playground and the objectives which should be striven for. They have been summarized by Howard Braucher as follows:

"The playground is primarily a place for developing power to do. Swimming, skating, running, playing games, acting, singing, making kites, model airplanes, observing nature, are not dependent on costly external materials but rather upon power to do, upon individual skill.

"Helping the individual child to do well and happily what he most wants to do now and will want to do later—is preeminently the task of the playground."<sup>2</sup>

The function of playground administration is to bring to reality the limitless possibilities which the playground affords for fun and good citizenship. As the preceding quotation indicates, the playground must provide happy experiences for the individuals coming to it. This is attained not merely by providing opportunities for participation in activities which the child wants to engage in but by helping him do these things well. In addition to providing activities which give momentary satisfaction the playground must develop in the child continuing skills and interests which will enlarge his capacity for enjoyment in later years. The following chapters suggest methods by which these possibilities and objectives may be most fully realized.

<sup>2</sup> H. S. Braucher. "Playgrounds Build for the New Era." *Recreation*, April, 1932.



## THE PLAYGROUND PLANT



## CHAPTER II

### PLAYGROUND LAYOUT AND EQUIPMENT

The neighborhood or children's playground is an outdoor area which provides opportunities for children, primarily between the ages of five and fifteen, to take part in a variety of fundamental and enjoyable play activities. Frequently sections of the playground, especially in the case of large areas, are used evenings, week-ends and at other special times by young people and adults. On many playgrounds small areas are set aside exclusively for the use of children of pre-school age. Sometimes due to space or other limitations, the use of a playground is restricted to children up to 10 or 11 years of age, in which case it may be called a junior playground, small children's playground or a primary playground. In many cases the children's playground is a part of a larger area such as a neighborhood playfield or a recreation park, in which special areas and facilities are also provided for the recreation of young people and adults.

In addition to the playground there are many special areas which are developed and used for active recreation by children and young people. Sometimes these are separate units, such as a battery of tennis courts or an area with one or more ball diamonds; more often they are parts of larger properties, such as a school yard with limited space and facilities or a wading pool in a landscape park. In some cities streets or vacant lots are used for play programs under leadership. Although these areas are not playgrounds according to the commonly accepted standard definition, their administration involves many of the problems which are discussed in this volume.

#### ESSENTIAL PLAYGROUND FUNCTIONS

It is important at the start to understand the functions which the playground is intended to serve and the requirements which are essential to the carrying out of these functions. Among others, the well-developed playground should afford opportunities to engage in:

1. A variety of physical activities which are essential to sound bodily growth and the development of physical skills on the part of the individual boy and girl. Such activities are apparatus play, games, stunts and individual physical activities. These require a careful selection of apparatus, space for informal games and activities, special courts

for such games and sports as handball, tennis and horseshoes, and spaces for running and jumping events.

2. The team games and sports which, of the various types of physical education activities, educational and medical authorities agree "afford the best type of exercise both in respect to physiological effects, and to the possibility of a constructive contribution to the formation of social qualities in a democracy."<sup>1</sup> Essential to these activities which serve to develop team play and cooperative effort are areas and equipment for baseball, softball, volley ball, basketball, soccer, touch football and many other team games.

3. Non-physical activities such as arts and crafts, dramatics, nature and music are among the most popular playground activities. These cannot be carried on satisfactorily unless special places and facilities are provided for them either out of doors or in the playground building. Among them are tables and benches, an informal stage or theatre, a nature museum and a quiet corner for story-telling.

4. The informal, individual types of activity which the child enjoys, such as play in the sand box, the wading pool, the swing and sections of the playground not designated for any specific purpose but available for free play.

5. The enjoyment of beauty, as made possible by trees, vines, shrubs, flowers, well designed structures and facilities. Benches at suitable locations contribute to this function of the playground.

Any play area which does not make possible these various opportunities does not qualify as a fully-developed playground.

### SPACE REQUIREMENTS

Every playground should be designed to serve the particular needs of the neighborhood in which it is located and to utilize to the utmost the possibilities which the site offers for an effective and individual type of development. Standardization in playground design and features should be avoided. Nevertheless there are certain features which are considered essential to the fully-developed playground and others which many consider highly desirable. A knowledge of these features and of their space requirements is a requisite to an understanding of the playground and its service. It also provides a basis for judging the adequacy of a particular playground.

A thoughtful attempt to determine the essential playground features and their space requirements is reported in a pamphlet entitled "Space Requirements for the Children's Playground,"<sup>2</sup> available from

<sup>1</sup> *Health Education*, a report of the Joint Committee on Health Problems in Education of the National Education Association and the American Medical Association. 1924.

<sup>2</sup> *Space Requirements for the Children's Playground*. New York: National Recreation Association. 1934.



the National Recreation Association. In this publication the facilities required to serve the play needs of children 5 to 15 years of age in a neighborhood with 600 children are summarized as follows:

<i>Facility and Area</i>	<i>Sq. Ft. Required</i>	<i>Child Capacity</i>
<i>Apparatus</i>		
*Climbing tree .....	100	6
Slide .....	450	6
*Horizontal Bars (3) .....	500	12
*Parazontal bars .....	600	12
*Horizontal ladders (2) .....	750	16
Traveling rings (stationary) .....	625	6
Giant stride .....	1,225	6
Small junglegym .....	180	10
Low slide .....	170	6
†Low swings (4) .....	600	4
†High Swings (6) .....	1,500	6
Balance beam .....	100	4
See-saws (3-4) .....	400	8
Junglegym (medium) .....	500	20
<b>TOTAL</b> .....	<b>7,700</b>	<b>122</b>
<i>Miscellaneous Equipment and Game Spaces</i>		
†Open space for pre-school children .....	1,200	25
Open space for games of children 6-10 .....	10,000	80
†Wading pool .....	3,000	40
†Handcraft and quiet game area .....	1,600	30
Outdoor theatre .....	2,000	30
Building block platform .....	400	20
Sand boxes (2) .....	600	30
†Shelter house .....	2,500	30
<b>TOTAL</b> .....	<b>21,300</b>	<b>285</b>
<i>Special Areas for Games and Sports</i>		
Soccer field .....	30,000	22
Softball (2) .....	44,125	40
Volley ball court .....	2,800	20
Basketball court .....	3,750	16
Jumping pits .....	1,200	12
§Paddle tennis courts (2) .....	3,600	8
Handball courts (2) .....	2,100	8
§Tether tennis courts (2) .....	800	4
Horseshoe courts (2) .....	1,200	8
§Tennis courts (2) .....	13,200	8
§Straightaway track .....	7,200	10
<b>TOTAL</b> .....	<b>109,975</b>	<b>156</b>
†Landscaping .....	6,000	
†Additional space for paths, circulation, etc. ....	7,000	
<b>GRAND TOTAL</b> .....	<b>151,975</b>	<b>563</b>
	(3.49 acres)	

\* This apparatus—at least one of the units—might be omitted on playgrounds which are not to be used in connection with the school physical education program.

† These requirements may be considered as a minimum, and on some playgrounds it will be advisable to allow more space or provide more facilities.

‡ The shelter house might be omitted where the essential facilities are otherwise provided.

§ One or both of these courts could be omitted where space is exceedingly difficult to acquire, but with a corresponding reduction in variety of service rendered.

It is observed that an area of three and one-half acres is needed in a neighborhood where the present or estimated future child population equals 600 children. If they are to have an opportunity to play baseball, five acres should be provided. On the other hand, if in the same neighborhood for some good reason the playground should be limited to the use of children up to 10 or 11 years of age, a playground of one and one-fourth acres would suffice. Obviously space for the older boys and girls would need to be provided elsewhere. It is clear that a large number of the areas now in use as children's playgrounds fall far below the space requirements for a satisfactory play program. The preceding table indicates that the sections used by the older boys and girls require a much larger area than those serving younger children.

Playground space requirements have often been expressed in terms of square feet per child to be served but this alone is not an accurate basis for measuring play space needs. Total playground space requirements vary directly but not proportionately with the number of children to be served. The following table indicates that the larger the number of children, the fewer square feet per child need be provided.

<i>Child Population to be Served</i>	<i>Minimum Size of Playground Needed (In Sq. Ft.) (In Acres)</i>		<i>Average Square Feet per Child Population</i>
200 .....	100,000	2.29	500
300 .....	111,250	2.55	371
450 .....	133,000	3.05	296
600 .....	151,975	3.49	253
800 .....	194,000	4.45	243
1,000 .....	233,230	5.35	233
1,200 .....	272,000	6.25	227

### PLANNING THE PLAYGROUND

The design and equipment of the playgrounds under his control are the concern, if not the responsibility, of the playground administrator. Regardless of the ownership or control of the property which is to be made into a playground, the individual or agency responsible for its operation should be given an opportunity to participate in the planning of the area, or should be consulted before changes are made in the design of existing playgrounds. In case the department which owns the property also operates the playgrounds, the playground executive will probably have a share in the responsibility for making the plans and for supervising the work of development. There is much literature available on problems of layout and equipment, and therefore little space will be devoted to them here. Nevertheless, since the operation of the playground is influenced to a large degree

by its design, facilities and equipment, and since it is often possible to rearrange features which are badly planned in order to secure a more satisfactory layout, certain essential aspects will be discussed briefly.

### GENERAL PRINCIPLES

Each playground presents a peculiar and individual problem in design, and the effectiveness of the solution depends upon the ability of the designer to plan the area intelligently so it will give the maximum of playground service and at the same time present the most attractive appearance at reasonable maintenance cost. Existing trees, the size and shape of the area, natural slope of the ground, type of neighborhood, location of neighboring features including homes of children to be served, amount of money available, amount and type of leadership to be provided and the specific features to be included are among the factors which influence the design. Informality in design is greatly to be desired on the playground and much is to be said in favor of having "slopes with trees, hiding places, banks and ditches." Even though opportunities for such features are rare because this type of playground requires much space and few children, and because space is usually limited and children numerous, an effort should be made to avoid standardization and to take advantage of every possibility which the site offers for unusual development.

Gilbert Clegg, playground engineer of Milwaukee, Wisconsin, has listed the following ideals in playground design: "Ample space for various play activities, arranged so as to simplify the supervision; accessibility for economical maintenance; allotment of space so that every part has some function; finally, attractiveness so that the playground is a desirable neighbor."<sup>3</sup> He has also listed four sure tests as to whether the designer has done a good job:

1. Are the boys and girls who use the playground satisfied? Do they play the games where indicated on the plan, or do they try to overcome some shortcomings by a rearrangement of their own?
2. Is the play leader enthusiastic and convinced that he has a real playground or is he always suggesting important changes?
3. Are the taxpayers satisfied with the return on the investment, and
4. Do the neighbors look upon the playground as a nuisance or a benefit? Would they like to see the site return to its former use or are they proud of the playground?

### DIVISIONS OF THE PLAYGROUND

Because of the varying interests, ages and activities of the playground children, it is desirable that sections of the playground be set

<sup>3</sup> Gilbert Clegg. "Playground Planning and Layout." *Recreation*, June, 1935.

aside for definite uses. The following general divisions are suggested, although it is recognized that the importance of these various divisions varies with the individual playground and in some cases one or more of them may not be essential. These divisions should be so planned and located that there is no interference in the activities and that children can go from one section to another without crossing areas of active play.

1. *A small area for the exclusive use of children of pre-school age.* In crowded cities this section is essential; in high class residential areas it may not be needed. It should be shut off from the rest of the playground by a hedge or low fence, should be near the main entrance and close to the shelter house. In it belong a few pieces of apparatus, trees, benches for mothers, sand box, playhouses and an open grass area for games.

2. *Apparatus area for older children* (primarily for 6-11 year olds). As a rule it is preferable to have the apparatus for the older children concentrated in one section rather than spread out over the playground. One set usually serves needs of both boys and girls. Care must be taken in the location of the various apparatus units and in the provision of ample safety zones. This section should be near the center of control—the shelter—and it is often near the wading pool.

3. *Area for free play and low organized games.* Children 6 to 10 or 11 years of age require an open space for a great variety of running, circle and low organized games and for free play. It is desirable that a special area be provided for these activities rather than have the children use the game courts and fields. This area should be where it can be supervised readily.

4. *Area for older boys.* This section will be developed largely for a variety of games and sports—both individual and team—and for track and field events. It requires a large level area and can be farther from the entrance and center of control than the features previously listed. One or more types of gymnastic apparatus may be erected in this section.

5. *Area for older girls.* The section will be very similar to the older boys' area, although the particular game courts will not be identical.

NOTE: Where space is limited, divisions 4 and 5 may be combined and the use of the various courts and fields divided between the girls and boys.

6. *Shelter house.* This is an essential feature, the location of which is important since it serves as the center of control of the playground. It is desirable that it be fairly near the entrance, readily accessible from the various divisions, and that it be given an attractive landscape setting. Frequently the wading pool is constructed near the shelter house—an arrangement which is economical and effective.

7. *Shaded area for handcraft and quiet activities.* Frequently craft and other quiet activities are carried on inside the playground building, but where possible it is well to have a shaded outdoor area. It should be equipped with tables and benches and a small stage or platform. Spaces for marbles, hopscotch and other quiet games may be provided in this division.

8. *Landscaped area.* This area will often be confined largely to a border planting strip along one or more sides of the playground. Sometimes additional spaces may be set aside for beautification, such as the area in front of the playground shelter.

### PLAYGROUND APPARATUS

While there is considerable difference of opinion among playground officials as to the relative merits of the various kinds of playground apparatus, it is almost universally agreed that apparatus does have an important place on the playground because it is a body developer, the children enjoy it, it is useful in developing skills and its presence on the playground makes possible caring for a larger number of children than would otherwise be possible. Perhaps the most important value of playground apparatus is that it provides an outlet for the well-known play interests of children, such as climbing, sliding and balancing.

Where limited funds make it possible to purchase only a few pieces, it is advisable to select apparatus which will accommodate the largest numbers. A slide, for example, offers greater service than a set of swings, although it does not accommodate as wide an age group. If the playground is in a neighborhood where people are interested in gymnastics, or if it is to be used by school children in connection with the physical education program, more apparatus of the gymnastic type, such as the horizontal bar or traveling rings, may be introduced than in the park or community playground where this type of apparatus might receive little use. The ages of the majority of the children using a given playground are a factor in determining the selection of apparatus. The slide, swings and sand boxes appeal especially to the younger children, whereas such apparatus as the horizontal bar, giant stride and traveling rings are more popular with the older ones. Experience has shown that apparatus that is of the best construction is most satisfactory and cheapest in the long run.

The Committee on Standards in Playground Apparatus appointed by the National Recreation Association and consisting of a number of recreation executives, recommended the following list of apparatus as the minimum standard for the average playground.<sup>4</sup> In making the recommendation, the committee recognized the fact that it is often necessary to adapt the standard to meet local conditions and

<sup>4</sup> *Standards in Playground Apparatus.* New York: National Recreation Association. 1929.

special needs. Frequently the playground executive has an opportunity to purchase additional pieces of apparatus for his playgrounds or a director to suggest the addition of a specific unit. A knowledge of the various types and a careful observation of the popularity and usefulness of apparatus already in use are therefore essential.

*For pre-school age children (under 6 years)*

Chair swings (set of 6); sand box (in 2 sections); small slide; simple low climbing device.

*For children of elementary school age (6-12 years and older)*

Swings—frame 12' high (set of 6); slide—8' high (approx. 16' long); horizontal ladder; traveling rings or giant stride; balance beam; see-saws (set of 3-4).

*Optional—if available funds, space and attendance justify*

Horizontal bar; giant stride or traveling rings (whichever is not provided above); low climbing device.

Although other types of apparatus were considered by the committee, none of them was included in the set of standards recommended. The gymnasium frame is found on many playgrounds, but it is believed to be better, as a rule, to provide the separate pieces of apparatus rather than to combine them in a gymnasium frame. Certain pieces of apparatus often included in the frame, such as flying rings and trapeze, are considered too dangerous and a slide attached to a frame is often too high for general use. The many types of whirling or revolving apparatus are held to have less value than the kinds recommended and to provide a greater hazard due to the cumulative power developed on them resulting from the large number of children accommodated at one time. It is agreed that such apparatus attracts children to the playground and that under certain conditions it may be desirable to install one of these devices, if it is properly constructed and supervised.

In order that playground apparatus may serve its purpose most effectively, the following factors should be given consideration:—proper location, arrangement and erection; regular inspection; careful supervision; fencing or marking off apparatus zones; care of ground underneath apparatus and instruction in its correct use. Specific suggestions to insure safety are to be found in Chapter XXIV.

Care must be taken in purchasing apparatus to make sure that proper materials have been used and that it is of sound construction. A committee of fourteen recreation executives prepared a report entitled "Standards in the Construction of Playground Apparatus"<sup>5</sup> which offers some valuable advice on this subject. The committee

<sup>5</sup> *Standards in the Construction of Playground Apparatus*. New York: National Recreation Association. 1933.

points out that workmanship and materials should be such as to insure safety, durability, serviceability, economical maintenance, simplicity of supervision and developmental and recreational value. Specific recommendations are given in the report covering such items as materials, lubrication, specifications, tensile strength and erection of apparatus.

### AREAS AND FACILITIES FOR GAMES AND SPORTS

Most of the older boys and many of the older girls come to the playground primarily to take part in games and athletic events which also have a strong appeal for young people and adults. Since a major part of the playground is given over to game courts and fields for various sports, playground workers need to be thoroughly familiar with the requirements of such features. Several important factors to be kept in mind are surfacing, orientation, permanent equipment, overlapping use of the same space for different activities and space requirements.

*Surfacing:* A firm, smooth surface is essential for games like handball and tennis requiring an accurate bounce, and for shuffleboard and roque. Concrete or bituminous materials are generally used for these courts, although clay is widely used for tennis. Such games as basketball, soccer and volley ball can be played on a variety of surfaces. Turf is the ideal surface for baseball, football, bowling, field hockey, croquet and most lawn and field games.

*Orientation:* Much or all of the play is lengthwise of the court in games like tennis, volley ball, horseshoes, boccie and archery. Therefore it is always well to lay out these courts with the long axis running in a general north and south direction. If a game like football is to be played chiefly in the fall when the sun sets in the southwest, it is best to have the long axis of the field northwest and southeast. The problem is more difficult in games like baseball where the play is in many directions. Where there is a choice of locations it is best to place the diamond where the sun will cause the least annoyance to batter and catcher.

*Permanent Equipment:* Permanent equipment is essential for most games. It generally consists of items (1) essential to the game itself, such as tennis nets and posts, goal posts for soccer and football, horseshoe stakes, handball walls and basketball backstops, and (2) incidental but necessary to playing the game in a satisfactory manner, such as baseball backstops and tennis court inclosures. The proper development of a recreation field requires a knowledge of the proper materials, dimensions, location and installation of this equipment.

*Overlapping Use:* Because of the limited space in most public recreation areas, it is generally necessary to use the same space for different games at different seasons of the year and even during the

same season. This requires careful planning in order that there may be the maximum variety of uses. Baseball and football fields may overlap each other, space used for field hockey may also be used for softball and the same court may serve for both basketball and volley ball. To get the maximum service from an area, removable standards or goals should be used wherever practicable, and permanent features should be erected so as to interfere as little as possible with areas for play.

*Space Requirements:* It is obvious that playground workers must know the dimensions of game courts and fields, especially where they have been standardized. As a rule, additional space needs to be provided outside the regular playing areas. In the two tables which follow, the dimensions of the playing areas are given and also the estimated total amount of space required for satisfactory play.

The size of game courts and fields must be adapted to the ages of the children who are to use them. Boys twelve years of age cannot play baseball satisfactorily on a 90' regulation diamond nor can they play soccer to advantage on a field measuring 300' by 360'. Leaders should avoid the mistake of trying to teach children to play games on courts intended for adult use. There are no standard dimensions for areas for many children's games, and the number who may take part in them is variable. The following table suggests suitable re-

<i>Name</i>	<i>Dimensions of Play Areas</i>	<i>Use Dimensions</i>	<i>Space Required (Sq. Ft.)</i>	<i>Number of Players</i>
Badminton ..	17' x 44' (single) 20' x 44' (double)	25' x 60' 30' x 60'	1,500 1,800	2 4
Baseball ....	75' to 82' diamond	250' x 250'	62,500	18
Basketball ...	35' x 60'	50' x 75'	3,750	10-12
Clock golf ...	Circle 20' to 24' in diameter	30' circle	706	Any number (4 to 8)
Croquet ....	30' x 60'	30' x 60'	1,800	Any number (4 to 8)
Field hockey ..	120' x 200'	150' x 250'	37,500	22
Handball ....	20' x 30'	30' x 35'	1,050	2 or 4
Hopscotch ...	2' x 12½'	10' x 20'	200	2-10
Horseshoe pitching ...	Stakes 25' apart	15' x 40'	600	2 or 4
Paddle tennis.	18' x 39'	30' x 60'	1,800	2 or 4
Shuffleboard ..	6' x 52'	10' x 64'	640	2 or 4
Soccer .....	100' x 200'	125' x 240'	30,000	22
Softball .....	45' diamond	150' x 150'	22,500	20
Table tennis ..	5' x 9'	12' x 20'	240	2 or 4
Team dodge ball .....	Circle 35' in diameter for girls, 40' for boys	50' x 50' to 60' x 60'	2,500-3,600	20
Tennis .....	27' x 78' (single) 36' x 78' (double)	60' x 120'	7,200	2 or 4
Tether tennis.	Circle 6' in diameter	20' x 20'	400	2
Touch football	120' x 240'	140' x 280'	39,200	22
Volley ball ...	25' x 50'	40' x 70'	2,800	12-16



quirements, but if the areas are to be used by adults during certain periods it is advisable to allow the space given in the later table and to provide adjustable standards and separate court markings for children and adults.<sup>6</sup>

#### GAMES AND SPORTS AREAS FOR ADULTS

As previously suggested, in case the playground areas are to be used by young people or adults, or are provided for their special use, the following table of dimensions should be referred to. Since the requirements for young people and adults are the same as for children in the case of badminton, clock golf, croquet, paddle tennis, shuffleboard, table tennis, tennis and tether tennis, these games are omitted from the following table.

<i>Name</i>	<i>Dimensions of Play Areas</i>	<i>Use Dimensions</i>	<i>Space Required (Sq. Ft.)</i>	<i>Number of Players</i>
Archery . . . . .	Various, 90'-300'	50'(min.) x 450'(max.)		
Baseball . . . . .	90' diamond	300' x 325' (or more)	97,500	18
Basketball (men) . . . . .	50' x 94' (max.) 35' x 60' (min.)	60' x 100' (average)	6,000	10
Basketball (women) . . . . .	45' x 90'	55' x 100'	5,500	12-18
Boccie . . . . .	18' x 62'	30' x 80'	2,400	2-4
*Bowling green . . . . .	14' x 110' (1 alley)	120' x 120'	14,400	32-64
Cricket . . . . .	Wickets 66' apart	420' circle	138,545	22
Field ball . . . . .	180' x 300'	210' x 340'	71,400	22
Field hockey . . . . .	150' x 270' (min.) 180' x 300' (max.)	200' x 350' (average)	66,000	22
Football . . . . .	160' x 360'	180' x 420'	75,600	22
Handball . . . . .	20' x 34'	30' x 45'	1,750	2 or 4
Hand tennis . . . . .	16' x 40'	25' x 55'	1,375	2 or 4
Horseshoe pitching . . . . .	Stakes 40' apart	12' x 50'	600	2 or 4
Lacrosse . . . . .	210' x 450' (min.)	260' x 500' (average)	130,000	24
Polo . . . . .	600' x 960' (max.)	600' x 960'	576,000	8
Quoits . . . . .	Stakes 54' apart	25' x 80'	2,000	2 or 4
Roque . . . . .	30' x 60'	30' x 60'	1,800	4
Soccer (men) . . . . .	150' x 300' (min.) 300' x 390' (max.)	240' x 360' (average)	86,400	22
Soccer (women) . . . . .	120' x 240' (min.) 180' x 300' (max.)	200' x 320' (average)	64,000	22
Softball . . . . .	45' diamond or 60' diamond	200' x 250'	50,000	20
Speedball . . . . .	160' x 360'	180' x 380'	68,400	22
Touch football . . . . .	150' x 300'	165' x 330'	54,450	16-22
Volley ball . . . . .	30' x 60'	50' x 80'	4,000	12-16

\*Most bowling greens in public recreation areas are 120' x 120', which provide 8 alleys. The amount of space required for a single alley would be 20' x 120'.

<sup>6</sup> See *Play Areas—Their Design and Equipment*. New York: A. S. Barnes and Company.

## OTHER FEATURES

In addition to apparatus, game courts and playing fields, there are many other important features on the playground, some of which have already been listed. Among them are the wading pool, the sand boxes, outdoor stage, shelter house, tables and benches, building block platform and outdoor shower. Others are the drinking fountain, flagpole, playground sign, outdoor fireplace, council ring, bird bath, nature museum, bicycle rack and bulletin board. Frequently the provision of such features makes the difference between an attractive playground and an ordinary one. They make possible a great variety of activities and add to the interest which the playground affords. Space permits only a brief discussion of two or three of the most important.

*The Wading Pool:* No feature of the playground is more popular on a summer day than the wading pool, and few playgrounds should be without one. The pool may be used for sailing model boats when the weather is not suitable for wading. Unless a stream of pure water flows through the area an artificial pool must be built. Such pools are usually of concrete with a depth varying from a few inches at the edge to 12 or 15 inches at the deepest point. The size and shape are based largely upon the local conditions. Ease of operation depends upon wise planning and sound construction. Important considerations in constructing a wading pool are:

1. Thorough drainage under and around the pool.
2. Adequate water supply with ample, properly placed inlets and overflow outlets.
3. Provision for an adequate outlet for emptying the pool, with sand trap or catch basin.
4. Water supply and outlet controls outside the pool, properly protected.
5. Concrete walk, and generally a low curb surrounding the pool.

On some playgrounds pools are constructed with a depth of water of 24 or even 36 inches. Such a pool is for all practical purposes a children's swimming pool and is *not* recommended for the playground unless it is inclosed by a fence and the same measures are taken to insure safety and sanitation as in the case of a swimming pool.

One or more sand courts may well be constructed near the wading pool. Mothers like to watch their children play in the pool so benches may be placed near by, preferably on the south or west side, and a pergola or trellis erected above them.

*The Playground Building:* A simple playground building is essential unless facilities in a nearby school building are available. The simplest type of structure contains toilets for both sexes, an office and

storeroom and either an open porch or shelter room for use in case of storm. If the playground is to be used throughout the year, the building should also provide club and play rooms. The office should be so arranged that a director whose duties call him to the office may still keep an eye on the playground. It is desirable that the building be near the entrance and readily accessible from the sections used by the smaller children. The building should be attractive and planned so as to give the most effective service with the least supervision. If enduring and non-destructible materials are used, especially in the toilets and shower rooms, and if both the outside and inside of the building are made attractive and in good taste, the children and adults will be encouraged to respect and care for it. A well-planned building not only renders necessary service but also provides the center for the playground program.

*The Outdoor Theatre:* Drama is receiving increasing consideration in the playground program. Suitable space and facilities are needed for such activities, out of doors as well as indoors. A small section of the playground may well be set aside for dramatic activities, preferably in an isolated corner as far as possible from the noise and confusion. If a heavy background of trees and shrubbery and a carpet of turf are available, especially near a border or in a corner, the stage is practically complete. Dressing facilities are not necessary where simple dramatic activities are carried on with children's groups, but in case of more elaborate productions or of events in which children from more than one playground take part, unless there are such facilities in the shelter house it may be necessary to erect tents or hang curtains to serve as dressing rooms. Sometimes the stage is placed at one end of the playground building. Where there is no natural stage setting a platform placed along the fence may serve as the stage.

#### WINTER USE OF THE PLAYGROUND

The possibilities of using the playground during the winter months have been overlooked in many northern cities. Slopes may be used for coasting, tobogganing or skiing; tennis courts and other level areas may be sprayed or flooded to form ice skating rinks. In several cities sled slides of a knockdown type have been erected on playgrounds to provide coasting; sometimes they are set up on the grandstand. In one city the shelter house has a flat roof which serves as a starting platform for a permanent slide used in the winter for coasting. The service of the playground, especially one with uneven topography, may be greatly enhanced by planning for its use the year round.

### ESSENTIAL CONSTRUCTION FACTORS

Because of their relation to the ease and efficiency of administering playgrounds, a number of essential factors will be discussed briefly. They are primarily problems for the playground planner but a familiarity with them will enable the playground administrator to correct many defects in existing play areas.

*Grading:* Grading is the process of changing the existing levels of the playground surface. Its purpose is to provide suitable level spaces for the various activities. Little grading needs to be done in the case of comparatively level areas. There should be sufficient slope to prevent water from standing on the playground but not so much slope as to cause the surface to be washed out in case of heavy rains. If either condition occurs it is evidence that the section of the playground needs to be regraded. If this is not done bad playing conditions will result and accidents are likely to occur. A grade of six to nine inches to each one hundred feet is usually satisfactory.

*Drainage:* The purpose of drainage is to remove excess surface and ground water from the play area. The location for and size of drains can be determined only after a careful study of topographical and soil conditions. Excess surface water is usually carried off by catch basins; ground water by tile drains laid under the surface. These generally empty into city sewers, storm drains or into a nearby stream. If parts of the playground are wet during long periods it is evidence that adequate provision for drainage has not been made.

*Surfacing:* The maintenance of a satisfactory playing surface on the different parts of a playground presents a difficult and troublesome problem to the playground administrator. Nevertheless, the importance of providing and maintaining a good surface cannot be too strongly emphasized. As previously mentioned, different parts of the playground require different kinds of surfacing.

Among the factors to be considered in deciding what surface to use for a particular area are local climatic and soil conditions, location and size of the area, type of activities to be conducted, extent of playing season, intensity of use, and local tastes, habits and traditions. The availability of surfacing materials and local costs of labor and materials of various types often influence the choice of surfacing.

One reason why surfacing is a difficult problem is that it is impossible to obtain all the desirable qualities in any one surface. Among these qualities are resilience, good drainage, freedom from dust, durability, non-abrasiveness, cleanliness, firmness, smoothness, utility, low cost, good appearance and easy maintenance.

Turf is the most satisfactory surface for general play activities wherever the area is large and the number of users comparatively few. It will not withstand intensive use, however, and is not suitable for

play immediately after a rain or during periods of thaw. It is seldom practicable on school playgrounds used the year round but should be provided whenever possible on areas used only during the summer months.

Clay makes a firm surface for play but it should not be used when muddy, and it dries slowly after a rain. Sandy loam is resilient and dries quickly, but it becomes very dusty in dry weather. Calcium chloride is the most widely used dust binder, and two applications a year usually prove satisfactory. Various types of oil are also used for this purpose. Sometimes a thin layer of torpedo sand or gravel is applied to a clay or loam surface, especially on intensively used areas. The use of cinders and crushed stone for a final surface should be avoided. A number of cities have reported excellent results on their year-round playgrounds with a surfacing composed of limestone screenings. They form a compact surface which drains quickly.

Concrete and asphalt are increasingly used not only for special game courts such as tennis and handball, but for general play. These surfaces, if properly laid, are ready for use immediately after a rain and throughout the entire year. They are expensive to construct but require little maintenance. There is considerable objection to concrete as being too hard on the feet of the players, and for this reason certain types of bituminous surfaces are preferred by many. Several special surfacing products of this type are obtainable. Perhaps the most satisfactory is a cork asphalt which is more resilient than other types and less abrasive. A committee of recreation executives appointed to study the problem of surfacing recommended that on all playgrounds used intensively throughout the year, especially in connection with schools, a part of the area be surfaced with materials, probably of a bituminous nature, which permit of play under all weather conditions.

In laying special surfaces certain fundamentals must receive attention if the results are to be satisfactory. Among them are the preparation of the sub-base, grading of the various layers of material, subdrainage, excavating and filling, selection and application of materials. After a surface has been made, upkeep and repair are important.

A detailed discussion of surfacing methods and materials is to be found in a pamphlet "Surfacing Playground Areas,"<sup>7</sup> a study by the committee previously referred to.

*Fencing:* It is almost universally agreed that a children's playground should be fenced because the fence (1) prevents the child from running heedlessly into the street; (2) eliminates the possibility of injury to passersby from batted balls; (3) protects the playground

<sup>7</sup> *Surfacing Playground Areas*. New York: National Recreation Association. 1932.

from vandalism; (4) protects and prevents trespassing upon neighboring property; (5) simplifies the problem of maintenance and control; (6) minimizes the problem of discipline; (7) lessens outside distractions; (8) is a factor in beautifying the playground, for if it is set a few feet inside the property line, shrubs, grass and flowers may be planted outside; and (9) adds to the playground a degree of individuality. The fenced playground is likely to be more acceptable to the neighborhood than one without a fence, and its administration presents fewer problems to the playground workers.

Chain link fabric made of copper-bearing steel wire, galvanized after weaving, is perhaps the most satisfactory type of fence. Brick or stone walls, if properly landscaped, afford real possibilities for an attractive development. The height varies from 5 to 8 feet, depending largely upon the neighborhood and the amount of actual protection required. Interior fences partially surrounding such features as a wading pool or volley ball court facilitate supervision of these features and make for more satisfactory play.

*Lighting:* The number of recreation areas lighted for night use has increased rapidly during the past few years, and with the greater use of playgrounds by young people and adults the tendency is likely to continue. The question of lighting—or “illumination”—is highly technical and requires the advice of the best illumination engineers available. Areas can be successfully illuminated for night use, not only for general play but for such games as tennis, hockey and football, which require a high degree of illumination. Skating ponds and rinks should be lighted for night use. Naturally, a different intensity, distribution and location of lights are required for the various games and sports. In general, the use of overhead wires should be avoided. Lighting greatly extends the period of playground use and has a definite influence upon the planning of playground programs.

*Beautification:* Many years ago Charles Mulford Robinson, the distinguished landscape architect, wrote: “The propriety of bringing into the playgrounds that beauty which landscape gardening commands, even in the most restricted area and under the most unfavorable conditions, seems to me overwhelmingly convincing. The very constituents of a gardening composition—tree and grass and bush and flower—are delightful to a child, even apart from the picture they may make. There is the appeal of life to life.”<sup>8</sup>

Beauty, whether derived from existing natural features or resulting from human planning, has been sadly neglected in the case of many playgrounds. There should be no exception to the rule that some provision for beautification should be made on every play area. However, in order to secure the maximum use for play and to minimize

<sup>8</sup> Charles M. Robinson. *Landscape Gardening for Playgrounds*. New York: National Recreation Association. 1908.

the problem of maintenance, great care must be taken in the location and selection of plant materials.

The entrance may be made attractive by planting a barberry hedge along either side of the entrance path. The space immediately surrounding the playground building should generally be planted with shrubs and vines. Vine-clad trellises over the sand boxes provide both shade and beauty. Corners which are not needed for active use can be beautified by grass, trees, shrubs or flowers. Specially surfaced game courts may be bordered by strips of turf. Trees are an asset in the small children's play area and in the sections devoted to apparatus, quiet games and handcraft activities. They should not, however, be planted close to areas to be used for organized games.

One of the most effective means of beautifying a play area is to set the fence back several feet from the sidewalk and plant shrubs, trees and vines outside the fence. On some playgrounds a border of trees, climbing roses and vines will effectively hide unattractive border fences. Low hedges or rows of trees may be used to divide the different sections of play areas. In all planting it is essential to select suitable varieties for the location, climate and conditions; to plant them at the proper season; to provide ample top soil; to protect plantings by proper guards; to water, trim and cultivate them and to enlist the interest and cooperation of the playground patrons in caring for them.

Although the most important feature in beautifying play areas is planting, it is by no means the only one. Beauty results from such features as concrete work neatly done, well-planned structures, a good surfacing and well-designed and maintained paths and game areas. Sculpture with an appeal to children may be introduced. In one city the walls of the club room in the playground shelter were decorated with appropriate murals by a local artist. In the same city apparatus is painted green with touches of bright color.

### A FEW ADDITIONAL SUGGESTIONS

Provide a few benches for spectators and for persons waiting their turn to play, near tennis courts, handball courts, ball diamonds and similar areas.

Avoid unnecessary paths on the playground. Where needed, they should lead directly to the points to be reached. A service drive may be needed—otherwise roads have no place on the playground.

Permanent grandstands on the playground are seldom required. A few movable bleachers are useful—they may be carried from one ground to another for use in connection with special events.

If possible, have several lighting outlets at various parts of the

ground so lights may be used for special evening events such as a dance, circus, exhibition game, play or community sing.

Water connections at intervals make possible the sprinkling of play areas and the watering of turf and landscaped areas.

Entrances should be few in number, placed on the sides of playground from which the children come, and should have a definite relationship to the general playground plan.

Provide one or more large open areas for various games and play activities. This often requires a wise location of the shelter, apparatus, trees and permanent game equipment.

Adequate safety zones should be provided around all equipment and other features and space be allowed for safe circulation and "traffic lanes."

The influence of playground planning upon the operation of the playground cannot be emphasized too strongly. For this reason the playground executive or worker should be prepared to advise intelligently on the planning of the playgrounds which are to come under his control, and to recommend changes in the layout of existing playgrounds which are so arranged as to make successful operation impossible or difficult. It is especially important on small areas that workers be resourceful in devising ways of using all the space to the best advantage.



## CHAPTER III

### PLAYGROUND SUPPLIES

Important as are the game courts and other features discussed in the preceding section, carefully selected supplies of various types are equally essential to the successful operation of the playground. Without them it is impossible to secure the maximum service or efficiency from the leadership, space and permanent equipment on the playground. The requirements of a well-equipped playground, in the way of supplies, are many and varied. Certain kinds of supplies are needed on every playground although the selection both as to number and types will depend upon the conditions and facilities of the individual area. They may be classified roughly as follows:

1. Game supplies
2. Handcraft materials.
3. Accessories and miscellaneous play equipment.
4. Library.
5. General supplies.
6. Tools.

In most cities the requirements of the individual playgrounds are determined by the playground supervisor or superintendent, and supplies are issued at the beginning of the season. Sometimes each playground in the system receives the same set of supplies, but often the requirements vary so greatly as to make it inadvisable to issue standard supply kits. It is important that a sufficient supply of all essential articles be kept on hand at all times, and it is equally important that the director take every possible precaution to prevent their being wasted or stolen. Supplies should be kept locked up at all times and children should not have access to the supply room. The provision of suitable cabinets, cupboards or boxes for storing materials greatly facilitates their care and use. Public funds should yield a maximum return, and in purchasing supplies this is attained by purchasing only those of standard, high-grade quality. The cheapest articles may prove to be more expensive in the long run. Where possible a fair test should be given the products of different manufacturers. Lists of manufacturers of several types of playground supplies are obtainable on request from the National Recreation Association.

## GAME SUPPLIES

Too great emphasis cannot be placed on the importance of providing adequate game supplies. Many playground facilities such as a basketball or volley ball court are practically valueless unless the children are supplied with suitable game materials. Most team games which play such an important part in the program for the older children require at least a minimum of supplies. The importance of suitable toys and other materials in sand box play, low organized and quiet games and other play activities is recognized by all play leaders. Furthermore, their cost is slight in comparison with their value and the use made of them.

It is well to encourage children to bring their own toys and equipment to the playground, but this should supplement and not be a substitute for materials provided by the playground authorities. Often an appeal in the local newspaper for games, athletic supplies and other playground materials has resulted in valuable donations from local citizens. In many cities game materials such as bean bags and boards, softball bases, paddle tennis paddles and checkerboards are made on the playground as part of the handcraft program. Suggestions for the care and use of game supplies are given on page 44.

*For active games and sports:* Under this category are included the many types of balls, bats, goals and other materials used in team games, track events and individual sports. They are usually supplied to children, but adults are often required to provide their own equipment. The particular types needed will generally depend on the kinds of courts and game areas on the playground. If regulation baseball is not permitted because of space limitations or for other reasons, baseball equipment will obviously not be needed. On the other hand, soccer and basketballs have a variety of uses even where these games are not formally played. As a rule, outseam balls have been found to last longer on the playground than inseam balls. The number of supplies needed will depend upon such factors as the number and type of courts, the number of children of different ages, young people and adults who are likely to attend the playground, the length of season and the projected program features.

The following list includes the supplies commonly used in active games on the playground and usually furnished by the playground authorities:

Blocks for potato races  
Bounce balls  
Box hockey  
Handballs  
Home plate  
Hoops

Horseshoes, junior size, and stakes  
Horseshoes, senior size, and stakes  
Jumping ropes  
Paddle tennis balls  
Paddle tennis nets  
Paddle tennis paddles

Quoits	Table tennis balls
Ring tennis sets	Table tennis nets
Shuffleboard sets	Table tennis racquets
Soccer balls and bladders	Table tennis (or ping pong) tables
Softballs, 12" and 14"	Tennis balls
Softball bases (sets)	Tennis nets
Softball bats	Tether ball sets
Soft rubber balls	Volley balls and bladders
	Volley ball nets

The items in the list which follows are not needed on most playgrounds but they are found on playgrounds where such activities as baseball, field hockey or archery are carried on. As a rule such supplies as bows and arrows and tennis racquets are provided by the individual participants and not by the playground authorities.

Archery targets	Chest protector
Arrows	Field hockey balls
Badminton sets	Field hockey sticks
Baseballs, regulation	Fielders' gloves
Baseball bases (sets)	First baseman's mitt
Baseball bats, regulation	Footballs and bladders
Bows	Indian clubs
Catcher's mask	Lawn bowls
Catcher's mitt	Tennis racquets

If the playground is equipped with jumping pits and a running track and is used for track and field events, additional equipment such as the following will be needed, most of which items should be used only under careful supervision:

Discus, high jump standards, javelins, javelin toe board, pole vault standards, sets of hurdles, 8 pound shot, 16 pound shot and vaulting poles.

Accessories necessary for running a city-wide or inter-playground field meet such as the starter's gun, stop watch and judges' platform may be kept at the department storeroom and be loaned to a particular playground only for use at a meet. Detailed information concerning essential track and field supplies is available in publications on this subject.

*For quiet games:* Materials of this type are especially useful for the younger children and for adults. They are needed for many of the activities that are organized on the contest or tournament basis. They also afford interesting activity during rainy weather and the hot hours of the day. Many of them are especially adapted for the use of one or two or a few children and therefore can be used during the hours of lowest playground attendance. The provision of such game materials attracts to the playground children who are not interested in the highly organized games.

The following items are typical of the quiet game supplies provided on most playgrounds:

Bean bags	Golf balls
Bean bag boards	Jackstones and balls
Building blocks	Marbles
Checkers	Peg boards and pegs
Clock golf set	Ring toss
Croquet sets	Spools, colored, for stringing
Darts and targets	Tools for sand modeling

Most of the items in the preceding list are used out-of-doors although some of them are equally suitable for use in the playground building. Several, such as bean bags and boards and peg boards, can be made by the children. For the game of checkers, squares can be painted on a board or table and bottle tops used for checkers. On playgrounds equipped with tables and benches either out-of-doors, on the porch of the shelter or in a room suitable for play activities, other types of quiet games may be used to advantage. Among them are anagrams, authors, caroms, crokinole, chess, dominoes, lotto, camelot, monopoly, parchesi, picture puzzles, rook and tricks of various kinds. If there is an indoor game room, more supplies of this type can be provided to advantage and their use and care are simplified.

The following suggestions from the Milwaukee playgrounds and centers are helpful in preparing and caring for quiet game material:

In games where dice are supposed to be used it is desirable to substitute spinners. To make these spinners more durable they should be mounted on a board. Glazed linen cards are the most serviceable type it is possible to obtain.

Durable boxes should be provided for the games. Cities which have a large number of playgrounds and many attendants may find it economical in the long run to use steel boxes rather than wooden ones. In smaller cities the boys may make wooden boxes—covers are unnecessary. The names of the games kept in the boxes should be painted in white ink and shellacked over.

When buying more than one copy of a card game, for example, it is advisable to purchase those having backs of like design and color. The same is true of dominoes. Pieces of cut-up maps and colors should be lettered on the back in a key so that when a piece is found on the floor it may be returned to the proper game. Planning of this kind makes it possible to reduce considerably the cost of game supplies.

Rules which accompany games should be pasted in a blank book. Where the rules are printed on both sides of sheets, the portion which goes face down is copied on a sheet of paper. Rules appearing on covers of boxes are also copied in the blank book.

### PICNIC KITS

An important service rendered by many playground authorities is arranging picnic programs for organizations and other community

groups and loaning suitable equipment and supplies for use in the picnic program. As a rule, this service is handled through the central playground office. In many cities special kits have been prepared for use at picnics. A satisfactory bag for carrying the equipment and supplies is made of heavy brown canvas about 3½ feet high and 18 inches or more in diameter with a draw string run through eyelets near the top.

A picnic kit consisting of the following equipment is recommended in "Picnic Programs":<sup>1</sup>

2 softball bats	5 dozen clothespins
2 softballs	1 clothes line
1 volley ball	Burlap sacks
1 volley ball net	1 tug-of-war rope
2 sets of quoits with hobs	1 30-ft rope
1 basketball	Bean bags
1 pump	Straps
1 lacing needle	1 sport ball

### PARTY KITS

In case the playground building affords a recreation or play room suitable for parties and other forms of social recreation which is open throughout the year, it is advisable to have on hand a set of materials which are useful in conducting such activities. Every playground department could render a valuable service by assembling a party kit which could be loaned to local groups for party use. The following list suggested in "Handy"<sup>2</sup> will be helpful in selecting supplies for use in conducting social recreation programs. One or more books dealing with such activities and a good collection of community songs with piano accompaniments should also be included.

A small whistle	Four ping pong balls
Police whistle	100 feet light copper wire
Twelve bean bags (home-made)	100 feet light rope
Two dozen wooden blocks (1" thick by 2" square, with hole in center for carrying on a string)	Six candles and safety matches
Two 6" wooden discs (cut from veneer wood, thin panel or chair bottom—painted two colors)	One heavy knife
Four alphabets on 6" cards	One volley ball
100 short sharpened pencils	Volley ball net
Five papers of pins	Two playground balls
Two balls of colored twine	Indoor baseball bat
Colored chalk	Lacing needle
Four small scissors	Pump
Glue, clips, thumb tacks	Paper supplies
	Crepe paper decorations
	Song sheets
	Carrying bag or case

<sup>1</sup> *Picnic Programs*. New York: National Recreation Association. 1934.

<sup>2</sup> *Handy*. Chicago, Illinois: Lynn Rohrbough. 1924.

## HANDCRAFT MATERIALS AND SUPPLIES

The range of articles suitable for a crafts program on the playground is limited by the available materials, the type of working-space and facilities the playground offers and the leaders' experience. Regardless of these limitations, every playground leader can interest children in making things with their hands and, with a little ingenuity and resourcefulness, can develop a varied crafts program. Because there is such a great variety of craft materials and projects and because there are such varied opinions as to their suitability for use on the playground, a brief comment as to the objectives to be sought in craft projects is advisable in considering the subject of handcraft supplies and materials.

In teaching crafts or in conducting a crafts program, the leader should strive for originality, beauty in design, fine workmanship and usefulness—factors which make for richness and meaning in a child's craft experience. Most people will agree that children's creations should exhibit the first three qualities mentioned but usefulness is not commonly considered an essential characteristic of craft work or art creations. In justification of the stressing of utility as well as beauty, it should be pointed out that a child's idea of utility may not be the same as an adult's. A girl may want to make a stocking doll for herself or her baby sister, beads for a necklace from clay, or a paper costume or a lantern for a parade. These articles may not be useful to grown-ups but they are to the children who make them, because they bear some relation to their immediate needs. In the sense that children should be able to see immediate value in the things they make, utility is an important essential in any arts and crafts program if it is to have meaning and significance for the children who take part in it.

Some excellent arts and crafts projects cannot be included in a play program because they are not practical outdoors or because they require elaborate equipment or expensive materials. Materials for playground handcraft must cost little and be easily obtained. Fortunately it is possible to make a great many things of use and beauty from inexpensive or cast-off materials such as braided and hooked rugs from rags; shopping bags, samplers, and cushion tops from gunny sacks; candle sconces, desk sets and vases from tin cans; utility bags, bibs, tie-dyed luncheon sets from flour and sugar sacks; scrapbooks, belts, necklaces, and posters from paper and magazine clippings.

Playground leaders usually have no difficulty getting children to bring these materials from home. Occasionally they are supplemented by scrap materials from local stores or factories. Neighborhood stores are ordinarily glad to donate cigar boxes and sugar sacks. Sometimes individuals in the community send old dresses and cast-off apparel to be distributed to the playgrounds for use in the craft program.

Playgrounds can frequently secure at little or no cost scrap leather from factories, yarns from knitting mills, felt scrap from hat factories or wood cast-offs from lumber yards.

Certain types of popular playground crafts require materials which cannot be obtained as scraps or cast-offs and must therefore be purchased either by the playground department or by the children themselves. Among such materials are beads, reed and raffia, clay (unless available locally), balsa wood for model airplanes and certain types of construction paper.

In some cities a minimum amount of handcraft supplies needed for the more common projects is furnished each playground. For an effective handcraft program, these must be supplemented with the materials the children bring from home or which individual leaders themselves secure. In a few cities materials are purchased in large orders by the authorities, are distributed to the various playgrounds and sold to the children in small quantities at cost price. Where cities furnish materials either for sale or distribution, they are sometimes distributed at staff meetings where instruction in their use has been given. This practice is especially advisable in the case of supplies that are difficult to pack or distribute in other ways.

In addition to the materials mentioned, certain tools and equipment are necessary for a handcraft program. The essentials are: a hammer and nails, coping saw, paring knife or jack-knife, needle and thread, scissors, sandpaper, paste, crayons, some paint or enamel and a paint brush. Some of the additional tools and supplies which are desirable are: a file, eyelet punch, awl, plane, pliers, tin snips, razor blade and holder, jig-saw frame and blades, square, crochet hook, pins, dowels, screws, string, some dye and several stains and shellac.

Many cities furnish each playground a standard handcraft working kit containing the necessary tools and equipment. In some cities, however, workers have to provide the tools themselves or get the children either to bring them from home or to help purchase them.

In one city standard handcraft supplies are available to playground workers on requisition of the supply department. In addition kits have been prepared for use in connection with such special projects as miniature aircraft building, boat building, lead casting, weaving and clay modeling. These kits are loaned to a playground for a period of two or three weeks. Under such an arrangement several playgrounds are able to conduct a number of handcraft activities at minimum expense for tools and materials.

#### ACCESSORIES AND MISCELLANEOUS EQUIPMENT

There are many items in addition to those previously listed that are commonly included in the equipment of an up-to-date playground.

Some of them are used in connection with the athletic program, such as a measuring tape, laces for balls, inflator and lacing needles. A phonograph with special needles for outdoor use is desirable for folk dancing. A piano, simple scenery and lighting equipment are needed if the playground building is to be used for music and drama activities. In addition to a desk, chairs and cabinet for supplies, office equipment may well include a bookcase, telephone, clock and cash box. Nature collections and exhibits may be an outgrowth of the nature program. Essentials on every playground are a flag, bulletin board, first aid kit and mending kit for game supplies. First aid supplies for use in case of accidents on the playground are listed in Chapter XXIV, and materials for a repair kit for game supplies in Chapter IV.

### THE PLAYGROUND LIBRARY

One of the most essential items on every playground, and one which is frequently neglected or omitted, is a library for the use of the playground workers. Because of the importance of providing a varied and attractive program, leaders frequently need to refer to sources of information on games, sports, crafts and other play activities. A set of official rules for games is necessary both for instructing and for officiating at match games. Naturally a comprehensive library cannot be provided at each playground but a carefully selected set of publications is just as important as are game or handcraft supplies. A library is even more important at playgrounds open the year round than at centers open only a few weeks. Supplementing the publications at the individual playgrounds, there should be at the department office a fairly complete set of books which can be consulted by the playground leaders or borrowed for a limited period for use in connection with some special project.

Differing opinions as well as varying local conditions make it impossible to select any specific list which would be entirely satisfactory for every playground. The playground library should be added to from time to time as new needs arise or new types of projects are incorporated in the program. The following suggestions are offered as to the types of material which might well be provided at every playground:

A staff guide or manual issued by the local playground department.

Set of the bulletins issued from time to time by the department containing special instructions or program suggestions.

Booklets containing official rules for games used on the playground, such as volley ball, basketball, softball, soccer.

A comprehensive book on all types of games suitable for playground use.

A manual on first aid.



Free or inexpensive bulletins on various craft activities available from manufacturers of craft materials and from other sources.

Mimeographed materials covering other parts of the program such as lists of plays, suggestions for nature activities, playground circus, special days, a collection of songs and perhaps a supply of song leaflets.

Publications on the organization and operation of playgrounds—for example the inexpensive booklets available from the National Recreation Association such as "Conduct of Playgrounds," "88 Successful Play Activities" and others.

Supplementing the literature at the individual playgrounds is the department library which should contain the outstanding books on all phases of activity which are included in the department's program. This library is indispensable to the executive and the administrative staff in planning and supervising the entire program, and is useful to the individual playground leaders in planning for special events and in enlarging their play programs. The department library is also available for consultation and reference by individuals and groups throughout the city who are interested in developing various types of recreational activities. In addition to books and pamphlets, the library should include a file of the monthly magazine *Recreation*<sup>3</sup> and one or more other periodicals.

The playground department library might well include many of the titles listed in the bibliography in this publication. Suggestions as to cooperation with librarians are given in Chapter XXIII.

### GENERAL SUPPLIES

Several types of materials are expended either in maintenance or in connection with the playground program. Some of them are used daily whereas others are needed from time to time.

Among the items used primarily by the caretaker are materials for marking courts, dust binders, sand and sawdust for sand boxes and jumping pits, grease for apparatus and cleaning and lavatory supplies. For the office, stationery, record books, report blanks and other departmental forms must always be on hand. Other types of supplies vary from athletic badges to thumb tacks for the bulletin board. A careful inventory or check should be kept to make sure that the supply is sufficient for all needs and requisitions should be sent in before the supply is exhausted.

### TOOLS

The number and kinds of tools needed on a particular area depend not only upon the area itself but upon the system adopted for maintaining it. If a caretaker is employed to keep the grounds in condi-

<sup>3</sup> *Recreation*. New York: National Recreation Association.

tion he will need most of the articles listed. On the other hand if a repair or maintenance crew visits the playground periodically there is no necessity for all of the tools to be provided on each ground. The following are included in the tool kit of many playgrounds:

Brooms	Rakes
Drag, hand	Roller, hand
Hammer	Saw, large
Hedge shears	Screw drivers
Hose, garden	Shovel
Hose reel	Sickle
Lawn mower	Spade
Line marker	Sprinkling can
Mops	Waste containers
Pails	Wheelbarrow
Paint brushes	Wrench, monkey
Pliers	Wrench, Stillson
Pruning shears	

## CHAPTER IV

### PLAYGROUND MAINTENANCE

The playground represents a considerable investment in land, facilities and equipment, and playground authorities have a definite responsibility for making sure that it is maintained in the best possible condition. The amount of time and effort required to accomplish this varies with such factors as the size of the area, number and variety of facilities, materials used in their construction, kind of surface, topography and amount of landscaping. The problem of maintenance is obviously less in a small, level, hard-surfaced playground with little equipment than in a large, uneven, landscaped area with a variety of facilities. In any case, however, the "plant" should be so maintained as to afford the highest degree of utility, safety and attractiveness. It is important that a definite plan be worked out to assure this end.

On many year-round playgrounds, especially in parks, caretakers or maintenance workers are assigned to care for the grounds and buildings. School playgrounds, especially where conducted by school authorities, are generally kept in condition by the school custodian or janitor. In some cities, a special maintenance crew is organized to care for the playgrounds. It makes periodic visits to each playground, cutting the grass, trimming shrubs, making needed repairs, greasing the apparatus, servicing the buildings and grounds and performing many regular maintenance duties. On a large number of playgrounds, however, there is no special maintenance worker and the playground director and his leaders must keep the grounds in condition. In any event it is advisable that the director in charge of the playground be made responsible for the condition of the grounds even where caretakers are employed. This practice is not always followed on park and school playgrounds, but it has the advantage of centralizing responsibility in a single individual. Likewise the maintenance of the playgrounds should be under the direction of the playground superintendent rather than directly under a park superintendent or maintenance supervisor independent of the playground executive.

It is fairly obvious that on a playground of several acres with a building, wading pool and other special features requiring daily attention, some regular caretaker service is needed. Where the full

time of a caretaker is not required on a single playground, he may be assigned to duty at two areas in the same vicinity. On large areas of the playfield type a full-time caretaker is essential and if capable, intelligent workers are employed, it is advisable to give them certain police powers.

There is much to be said in favor of the traveling maintenance crew used in many cities. If properly motorized it is a most economical means of playground maintenance. Where such a system is used, the amount of maintenance equipment needed at each playground is much less than where work is done by the individual caretaker. For example, a single motor-driven lawn mower, roller, hedge trimmer and other equipment can serve several playgrounds. Furthermore, the work is likely to be better done by the specially trained crew. The number of playgrounds which can be cared for efficiently by such a crew depends upon such factors as the size and nature of the play areas, their location, the size of the crew and the particular equipment used. Obviously it is necessary for the playground director to call either the workshop or the central office in cases requiring urgent attention, such as a broken water main or failure of the lighting system to function properly. Also a certain amount of cleaning, marking courts and other like duties must be performed each day by the playground workers.

A city with a playground system of six to eight or more areas needs a central workshop where playground equipment and supplies may be made, assembled or repaired, and where the various kinds of maintenance equipment and materials may be stored. Such a workshop should be in charge of a man who can serve as a plumber, carpenter, electrician, mechanic, contractor—in other words, a jack-of-all-trades. The amount and kinds of equipment and tools needed for the workshop depend upon such local conditions as number and kinds of play areas and facilities, personnel employed at the workshop, policy with reference to construction of playground equipment and supplies, and budget limitations. The workshop is found to result in considerable savings to the department in several cities, especially where playground activities are conducted on a year-round basis. During slack seasons repairs and replacements can be made by the workmen at reasonable cost.

#### DUTIES OF THE CARETAKER

Among the duties generally assigned to the playground caretaker are:

1. Keep grounds free from rubbish, glass, papers and other waste materials.
2. Maintain a satisfactory playground surface, filling holes which are formed, removing stones which work up to the surface, applying cal-

- cium chloride or sprinkling grounds, if dusty, and making sure that all drains are kept open.
3. Keep buildings in orderly and attractive condition, paying special attention to toilets and shower rooms, which should be scrubbed regularly with disinfectant solution. See that all toilets are flushed before playground is closed for the day.
  4. Water, trim and care for all plantings—grass, shrubs, vines and flowers.
  5. Mark off all game courts and fields as often as is necessary to maintain the lines.
  6. Raise the flag at the opening of the playground each day and lower it at close of day.
  7. Blow up, care for and repair balls and other game supplies.
  8. In case the playground is fenced, unlock gates in the morning and lock them at night, after making sure that everyone has left the ground.
  9. Change the water in the wading pool and keep pool clean and sanitary.
  10. Sprinkle and turn over sand in sand boxes daily, removing all rubbish.
  11. Inspect apparatus daily. Make all minor adjustments and repairs on apparatus and benches, game and other equipment.
  12. Turn on lights in buildings and on grounds used at night and turn them off before closing center. Lights should be checked before dark so necessary replacements may be made before lights are needed.
  13. Take into shelter building at close of playground day all game supplies and movable equipment such as tables, benches and apparatus.
  14. Supervise use of playground whenever no leaders are present. At such times children are generally forbidden to enter the playground building or use the wading pool—sometimes they must keep off the apparatus.
  15. Maintain tools and cleaning equipment in good condition and order necessary supplies.
  16. Report all broken and damaged property and indicate what major repairs or replacements should be ordered.

Where caretakers are employed on playgrounds operated the year round, they are often also required to repair and paint fences, buildings and equipment and to make game supplies and miscellaneous equipment needed on the playground. Several of the duties listed above are performed by the traveling maintenance crew in cases where such a system is in use. When there is no other provision for the performance of these duties, responsibility rests directly upon the playground director.

### KEEPING THE PLAYGROUND IN GOOD CONDITION

Since on many playgrounds no regular caretaker service is provided, it is essential that playground leaders take all possible steps to minimize the amount of maintenance work which must be done to keep the playground in good condition. The standard of neatness

and cleanliness which is established at the beginning of the playground season is likely to extend its influence through the entire season. Therefore, before the opening day the playground director should make sure that the grounds are in good condition, the apparatus ready for use, the sand box filled with clean sand, the drinking fountains, toilets and other water connections in good working order. A check should be made of the first-aid kit, game, handcraft and lavatory supplies, and tools. Containers for rubbish and papers should be placed in suitable locations. From the first day the children should be encouraged to keep the playground clean and to share the responsibility for keeping it so. The example set by the playground leader is a more powerful influence than are strict rules or special clean-up efforts.

It goes without saying that the playground requires daily attention in order to keep it neat, clean and attractive. Many of the duties of the caretaker, previously listed, should be performed each day, such as keeping the playground free from papers, glass, rubbish and other materials which are brought to the playground by the children or which are used in connection with playground activities such as handcraft. Certain parts of the playground need to be raked or swept daily. Features requiring special attention are the drinking fountains, wading pool, sand box, toilets and shower rooms. In case a facility gets out of order, it should be removed from use at once and immediate steps taken to have it repaired. Broken window panes in a shelter house or a drinking fountain which does not function, unless replaced or repaired promptly, encourage vandalism and reflect discredit upon the playground management.

All too frequently the condition of the playground surface indicates inadequate maintenance. The entire area should be inspected frequently and any holes which have been found should be filled and stones or other materials which appear above the surface should be removed. Where there is evidence that the surface of a playground is badly washed after a rain, an attempt should be made to divert the water by some means such as a gutter or drain, and the holes should be filled in. If the surface is too dry and dusty it should be treated with calcium chloride, or if this is not possible it should be sprinkled occasionally. Constant care needs to be taken to prevent the clogging of drains, especially around the drinking fountain and wading pool, and the resulting muddy condition of the surface.

Growing things are the most neglected feature on many playgrounds. Inadequate space and intensive use make the maintenance of turf a difficult problem even where a satisfactory soil has been provided and a good stand of grass established. In order to maintain turf even under the most favorable playground conditions fertilizer must be added; water must be applied during dry weather; mowing

and occasional periods of rest are essential. Rarely do playground lawn areas receive the same degree of care as do similar areas in landscaped parks, and yet they need even greater care because of the intensive use to which they are subjected. Similarly, trees and shrubs need not only to be protected but to be helped by fertilization, irrigation, pruning and other care, in overcoming the adverse conditions in which they are often growing.

### CARE OF APPARATUS AND FACILITIES

Responsibility for inspection of the apparatus and grounds and for making sure they are in satisfactory condition rests upon the director of the playground even where there is a special caretaker. It is a responsibility which must not be taken lightly. In some cities directors are required to certify on their daily or weekly reports that they have inspected the apparatus and that it is in good condition. Such a statement protects the department in case of accident due to defective apparatus. If negligence can be proven the director may be held personally liable. Standardization of equipment reduces the cost and simplifies the problem of repair and replacement by making possible the interchange of parts.

The following are a few general suggestions for the care of equipment and some added comments with reference to special types of apparatus.

#### *Important Considerations*

1. All apparatus should be inspected at the *beginning* of *each* day.
2. Look for broken parts, slivers, protruding nails, loose joints, bolts and fastenings.
3. Use your ingenuity and make all minor repairs and adjustments immediately.
4. Report all other needed repairs or parts to the office at once.
5. Withdraw all defective apparatus from use immediately.
6. Ball-bearing connections and movable parts should be frequently inspected and well lubricated.
7. Make sure that ground under apparatus is in good condition.
8. Remove at once dangerous objects on ground such as bottles, wood with nails, fruit skins.
9. Correct surface conditions such as protruding rocks and holes caused by erosion.
10. All exposed wooden surfaces should be painted or otherwise treated regularly.

#### *Locking Up Apparatus*

1. As far as possible, take in or lock all apparatus when playground is not in use, when it is slippery and therefore dangerous to use, or when ground below it is muddy.

2. When locking up apparatus, fasten it securely so it cannot be released after closing time at night, nor rattled so as to cause a disturbance.
3. Never allow locks and chains to lie on the ground or on the cement. When locks and chains are not in use fasten them to some horizontal portion of the apparatus.
4. Devise a system of locking up. A well-planned system is always a time saver.

#### *Care of Slide*

1. See that steps are safe and braces firm.
2. Watch for slivers, screws, or nails in sides or bed of slides or protruding between sections of slide bed.
3. Keep a soft landing surface at foot of slide.
4. A maple slide should be oiled frequently with raw linseed oil or waxed.
5. Watch for and eliminate rust from metal slide bed.
6. See that slide is not soaped or greased.

#### *Care of Swings*

1. Examine hooks, hangers, clamps, suspensions and connections daily.
2. Make sure swing frames are securely braced.
3. Prevent the formation of holes under swing seats by raking and leveling ground regularly.
4. Fasten swings to uprights or take them down at night.

#### *Care of Sand Box*

1. Keep free of paper, lunch and sticks.
2. Sand for use of older children should be kept moist enough to hold together.
3. Rake and turn sand daily to keep it sanitary and loose.
4. Cover sand box at night unless playground is fenced and closed.
5. Sun must shine in sand box at least part of the day.

#### *Care of Teeters*

1. Watch for slivers, loose screws or nails in the seesaw board.
2. Replace board at first sign of splitting.

#### *Care of Giant Stride*

1. Watch attachments and splices.
2. Be sure ground around stride is free from all depressions and obstructions.

#### *Care of Gymnasium Frames, Bars and Rings*

1. Inspect carefully upper and lower connections on sliding poles, rings and ladders.
2. Make sure that bars do not turn because of loosened connection.
3. Pits beneath apparatus should be filled with sand and/or shavings which should be kept loose and comparatively level.

#### *Care of Wading Pool*

1. Pool should be emptied and scrubbed regularly to remove dirt and prevent bottom from becoming slippery. (No pool bottom should have a slope of more than 1 foot in 15.)
2. Sand trap should be cleaned out at least twice a week.
3. If pool is deep enough for swimming by the children, a daily water



analysis should be made, as in the case of swimming pools, and a guard or leader should be present during the entire period children are in the pool.

4. Children without bathing suits should confine their activities to wading.

#### *Care of Backstops, Goal Posts, etc.*

1. Inspect regularly to see if foundations are loosening or uprights becoming weak below surface.
2. Make sure that all guy wires, supports or braces are in good condition.
3. Paint all exposed surfaces regularly.
4. Repair or replace immediately any holes in baseball backstop.

### MARKING AND MAINTAINING GAME COURTS

One of the values resulting from participation in organized games is the teaching of obedience to the rules of the game. It is exceedingly difficult to adhere to some of the rules if the lines marking the courts or fields are so indistinct as to make it impossible to distinguish between "in" and "out." Accurate lines are especially necessary in games such as tennis and handball. Furthermore, the appearance of the playground and the resulting effect upon both children and adults are likely to be improved greatly by having courts marked accurately and distinctly. Where the court has a bituminous or concrete surface the problem is simple, because lines painted on the surface with white road paint will last for several months. It is wise to apply first a coat of shellac or aluminum paint, especially on bituminous surfaces, to prevent the asphalt from turning the lines yellow.

With dirt areas it is well, in case the area is definitely set aside for a particular game, to set into and flush with the ground, corner or intersection markers of concrete or creosoted wood in order to facilitate marking courts when the lines have been washed out, and to save the trouble of remeasuring. The suggestion has been made that the corners of courts may be permanently established by driving a 20-penny or larger spike through a piece of leather three inches square cut from a discarded ball or an old tire. It is well to reinforce this leather with a smaller piece and the nails should be driven well below the surface of the ground. Where the earth is soft, a 12-inch section of garden hose may be buried perpendicularly, extending about two inches above the surface. The hose should be split to at least one inch below the surface.

Lines are generally made with a rotary marker or with a brush, depending upon the length of lines to be made. Sections made of two twenty-foot 2 x 4's fastened together but forming a groove two inches apart are sometimes used in marking small courts. Lines may easily be made by painting with a 2" brush between the two boards. Frequently a line is stretched as a guide in marking. An employee of

the Oakland Playground Department has devised a gravity line marker which is mounted on a low four-wheeled truck and manipulated by a long handle, being operated something like a lawn mower. It paints lines 2", 4" or 6" in width and one man operating it can do the work of four men without it.

For liquid marking whitewash, whiting or cold water paint may be used. A mixture suggested by one experienced worker consists of  $\frac{1}{4}$  pound dry glue, 5 gallons of water and 10 pounds of unslaked lime. The glue is soaked in the water to dissolve it, then the lime is stirred in. The mixture should be kept in a covered barrel, can or crock, and stirred before using. A watering can with a nozzle pinched to a width slightly less than that of the line to be made is excellent for applying the liquid. Slaked lime is commonly used for dry marking. Special areas such as tennis courts require frequent raking, brushing and rolling to keep them in condition for satisfactory play.

#### USE AND CARE OF PLAY MATERIALS

The life of game supplies and other materials used in the play program can be lengthened, and the cost of replacements reduced, by taking proper care of them and by instructing children in their proper use. If the cost of the materials is pointed out to them and they are shown that it is to their interest to use the materials properly, children will be likely to assume responsibility for seeing that proper care is given. Cooperation of the children cannot be secured, however, if playground workers are themselves careless in storing, distributing and caring for supplies.

The following rules include the steps which are taken on many playgrounds to secure maximum service from game materials.

1. Allow little game material to be used outside on damp and rainy days. At such times new equipment should never be issued. Balls that are used during wet weather should be properly oiled.
2. All large balls should be tightly inflated. To do this insures longer wear and make games faster and more enjoyable.
3. In lacing inflated balls care should be taken that the bladder and the tongue protecting it from the lacing are in their proper positions. An inflator, not the mouth, should be used in blowing up the ball, as this protects the bladder from rotting. Never tie knots in a leather lace. Before inserting it into the cover cut a slit in the wide end of the lace just long enough to pass the needle end of the lace through this slit and pull tight. It will never pull out as a knot will and will not slip through the eyelet.
4. The life of most bats is lengthened by taping the handle and by giving instruction in the proper method of holding the bat. Similarly, hockey sticks may be taped at the neck to make them last longer.

5. Do not permit children to sit on inflated balls or to kick volley balls or basketballs. Softballs should not be batted against handball walls or fences.
6. Croquet mallets, paddle tennis paddles and other similar equipment should be used only for the particular games for which they are intended.
7. See that bats are not struck against fence posts or backstops and are not thrown carelessly.
8. Use soccer balls or old basketballs and volley balls for low organized games such as dodge ball and for general use. Balls in good condition should be used only for the games for which they are expressly intended. Do not permit the use of handballs for playing jackstones—cheaper balls are equally satisfactory.
9. Golf clubs, croquet mallets and balls, paddles and other wooden equipment will last much longer if given a coat of spar varnish at the end of the playground season. This will keep them from drying out during the winter, and in the case of the mallets will prevent the heads from flying off the following season. Field hockey balls may be given a coat of enamel.
10. Canvas equipment such as baseball bases should be brought inside at night and during wet weather to prevent mildew.
11. In giving out material note the name of the receiver and hold that person responsible for the return of the article. Be sure to check the name when it is returned. This procedure requires only a little time and it not only assures the return of the material but trains children in assuming responsibility. In one city the word "Playground" is stamped on all balls and other game supplies.
12. Keep all materials in suitable cabinets, supply box or cupboards which should be kept locked and accessible only to playground workers. Check all supplies daily and make sure that everything is put away properly.
13. In the case of playgrounds open during the summer only, handcraft and game materials should be crated and sent to the central storehouse at the end of the season.

One athletic director reports that he has been able to save much money and greatly prolong the life of game materials by the following treatment: After each game of football or basketball the balls are partially deflated and then thoroughly cleaned with saddle soap. When restored to its natural color the ball is wiped dry with a rag or paper towel and put back in the supply box. Cared for in this way balls retain their color, size, shape and life for several games. Baseball and football shoes are cared for in the same way.

It is important that supplies and materials used at special playground events such as a play day, circus or pageant, be returned immediately to the storeroom. Costumes, May pole streamers, properties and other materials should be carefully folded, wrapped, marked or otherwise handled in order to assure their proper care and storage.

This is especially important when they are to be returned to a central storeroom or office. They should all be checked up carefully immediately after the event, as otherwise it is difficult to recover them if they are missing.

It is equally important that records, reports, bulletins and other office materials should be kept in an orderly fashion. All too frequently the playground worker's desk and office present a disorderly appearance. "A place for everything and everything in its place" is a rule which, if applied to the playground office, will not only add to the effectiveness of the playground worker's service but will help in creating a respect for orderliness on the entire playground.

Maintenance equipment also requires careful attention if it is to be kept in good condition. Where the maintenance job is part of the playground leader's responsibility it is more often neglected than when a caretaker is employed. The result is soon evident in the unkempt appearance of the playground and in increased costs.

#### REPAIR OF GAME SUPPLIES

It is essential that there be definite arrangements for the repair of game supplies since in the interest of economy they must be made to give the longest possible service. In some large playground systems balls, bats and other equipment requiring repairs are sent at stated times to the central office or workshop which arranges for the repairs and returns the equipment to the playground. In other communities the playground director is authorized to have such repairs as the patching of torn balls done at a local shoe repair shop. This arrangement requires little time on the part of the worker, the repairs are made promptly and the expense is not likely to be great. On most playgrounds, however, repairing is done by the playground leaders or the caretaker. Regardless of the method adopted, repairs should be made as soon as the need for them is apparent. Therefore a simple repair kit is essential. Among the items suggested for such a kit are one or two tubes of cement, rubber patches, a cone of wax, an awl, a package of large heavy needles, a spool of strong linen thread, rolls of bicycle tape and a pair of scissors.

When the seam of a ball starts to rip it is advisable to handsew the entire seam with waxed linen thread. Small punctures in bladders can be patched readily with small sections cut from discarded bladders and rubber cement. If a cover breaks beyond the point of the lace, put extra holes in the cover and lace tightly. Old baseballs may be taped with friction tape and thereby used for a longer time. With ingenuity uses may be found for worn-out materials. For example, by removing part of the stuffing from an old soft ball and then re-sewing it, an excellent ball may be made for roly-poly and other

games. Whenever possible repairs should be made immediately, but where there is a sufficient supply of game materials, those needing care may be set aside for a rainy day when playground leaders may spend time profitably in making repairs.

### THE PROTECTION OF PLAYGROUND PROPERTY

Unless definite steps are taken to prevent or stop them, certain practices are likely to develop which add to the problem of maintenance. Play leaders should be on the alert to discourage them as soon as they appear. Climbing on fences which are bordered by shrubbery or other plantings is likely to result in damage to the plantings if not to the children. Climbing on buildings may harm the roof and mar the building. For reasons of safety and sanitation dogs and other animals should not be permitted on the playground except when pet shows are being held. "Rough-housing" in buildings and on facilities and playing with hard balls except in restricted areas should be forbidden. The defacement of buildings or grounds with chalk or pencil markings is often a serious problem. Markings should be erased at once, preferably by the offender, in case he is known. Children should never be permitted to turn on the water, gas or electricity. Whenever possible such facilities as pool valve boxes and electric switches should be installed so they may be locked. Children should be taught to respect and value all growing things on the playground and to help prevent their mutilation.

Because the conduct of the children affects the problem of playground maintenance, a number of plans and devices have been adopted for teaching respect for playground property. Among them is the careful explanation to children of the inner workings or mechanisms of complicated devices in use on the playground or in the shelter house, so that they may not need of their own volition to "take it apart" to "see how it works." Frequently the interest and assistance of the children themselves are enlisted in planning and creating playground facilities and equipment. When they have helped to lay out and plant flower beds, shrubs, trees and vines on the playground, children are very likely to take a genuine interest in their growth and to feel a sense of responsibility for protecting them. Probably the whole handcraft program by which boys and girls make things helps also to give them a respect for the property of others. The appreciation of the time and effort necessary for the creation of any handicraft project, and also the pride of ownership and creation which the maker takes in his own product, ought to have a real effect in helping children appreciate the value of other people's creations.

Suggestions for utilizing junior leadership to help in keeping the playground clean are given in Chapter IX. On a playground which

has no caretaker the children may be made to realize that by helping the leaders in their maintenance tasks more of the leaders' time can be devoted to play activities. Although it is desirable that children be encouraged to help keep the playground clean, it is not in keeping with the spirit of the playground that they be assigned regular maintenance duties.

LEADERSHIP





## CHAPTER V

### PLAYGROUND LEADERSHIP

In the early days of the playground movement in the United States a proposed appropriation for playgrounds in the District of Columbia was defeated on the ground that you cannot teach children to play. "You might as well try to teach fishes to swim as children to play" was a typical comment made during the debate on the question. On the other hand, as the late George E. Johnson pointed out, children do not inherit baseball any more than they inherit the Lord's Prayer.<sup>1</sup> Today leaders in the fields of education and recreation are unanimous in asserting that leadership on the children's playground is a necessity, and in hundreds of communities the play leader is recognized as essential to a successful playground program. Why is it that such importance has become attached to leadership on the playground?

#### THE PLACE OF LEADERSHIP IN PLAYGROUND ADMINISTRATION

Many who have questioned the advisability of teaching children to play have done so because they have recognized the importance of permitting children to develop initiative, spontaneity and originality, especially in their play activities. The point of view is fully recognized by such thoughtful observers as Joseph Lee, who at the same time has pointed out the relationship between play leadership and freedom. It is important to remember that it is the child who is doing the playing and that unless the play proceeds from him it is not play in the true sense of the word. Children show a remarkable ability to manage their own affairs and work out their own projects and problems, if left alone. Sometimes interference by grownups does more harm than good. Adult leadership must make for freedom in play activities if it is to serve a useful purpose. The successful leader understands when he should leave the children alone and when he should give them direct guidance or instruction.

At the same time, as Mr. Lee has pointed out, separation of play from teaching would be a revolutionary innovation.<sup>2</sup> The child is a "learning animal" and he is constantly imitating others, observing

<sup>1</sup> George E. Johnson. *Why Teach a Child to Play?* New York: National Recreation Association. 1909.

<sup>2</sup> Joseph Lee. *Play and Playgrounds.* New York: National Recreation Association. 1908.

their ways and emulating those who appeal to him. He plays baseball, makes and flies a kite or does a stunt on the apparatus because he has observed someone else doing these things and because he has an opportunity to do likewise. Some form of leadership is found on every playground and the children are constantly learning from members of their own group. Occasionally, on a playground without an adult leader, children carry on a variety of interesting play projects; all have a fair opportunity and they learn from each other new activities and improved methods of play. As a rule, however, where no adult leader is present comparatively few activities are carried on; the aggressive children monopolize the facilities; the others have little opportunity to enjoy them; unsocial or harmful practices are carried on; due to a lack of guidance or instruction, children become discouraged at their early attempts to do things which require special skill or persistent practice. As a result, the so-called freedom becomes a deterrent rather than a help to the full enjoyment of the playground.

Play leadership should provide and preserve opportunities for creative, spontaneous play and at the same time guide and encourage the learning processes so essential to a satisfying play life. Says Mr. Lee, "Play leadership serves two purposes; that the child may be free to play and that his expression of the play instincts may assume such forms as may free him not only as an individual but as a social being. It is to help him secure this freedom—to develop the inner resources which as the child reaches adult age make for joy and richness in living—that play is taught and leaders are trained in the art of play leadership."<sup>3</sup>

#### THE IMPORTANCE OF LEADERSHIP

Experience has shown that the play leader is the greatest single factor in determining the success of a playground. He is more important than facilities, equipment or game supplies, valuable as they are to the play program. Yet many city authorities under the pressure of reduced budgets are saying, "We have provided the playground with space and facilities for games and with ample playground apparatus. Why is it necessary to employ a play leader?" Or they say, "We can find parents who will be willing to look after the children"—or "We'll have the policeman look in at the playground regularly so as to maintain order." "After all, isn't the playground director or play leader a luxury?" Such questions must be answered convincingly if continued financial support is to be secured for the public playground program.

The play leader renders a service of primary importance in teaching children how to play, in creating opportunities for free play in the truest sense and in developing skills in play activities. The leader is

<sup>3</sup> Joseph Lee. *Normal Course in Play*. New York: A. S. Barnes and Company. 1925.

also the influence that often determines whether the organized games, which provide intensified conduct situations, are to be the means of building desirable character traits or of developing skill in cheating, unsportsmanlike conduct and a disregard for rules and courtesy. Only as competent leadership is available can the benefits of participation in organized games and play activities be assured and the potential evils be eliminated.

That children appreciate the presence of competent play leaders has been repeatedly demonstrated by observations of the influence of leadership upon playground attendance. Experience has indicated that skillful leadership makes the playground an interesting place for the children because it arranges a varied and attractive program of activities so that each child finds something enjoyable to take part in.

A playground thrown open in the belief that space and equipment alone are the answer to play needs, may possibly become a center of mischief, if not a neighborhood nuisance. Property is liable to be destroyed, the older boys are liable to monopolize the facilities and consequently parents do not permit their children to attend. In many a city where the playground has been opened in this manner, disappointment has resulted, the playground has proved a failure and the cause of playgrounds in the community has received a setback. Such conditions cannot prevail when competent leaders are present.

A caretaker or policeman can protect the playground from the bully and prevent the destruction of property, but spending money for such service as a substitute for genuine leadership is not justified. The attraction of the apparatus and the game court soon yields to the lure of the streets, the railroad track and the alley when there is no provision for satisfying activities or for games and tournaments on the playground. Leagues in baseball, volley ball, soccer, basketball and other games, badge test events, handball, tennis and horseshoe tournaments, story-telling hours, handcraft projects, the circus, play festival, folk dancing, music and drama—these are the activities that attract children regularly to the playground. Few of them are found on the playground without a play leader.

Many playgrounds represent a large investment in public funds from which a maximum return can be secured only through the employment of competent leaders. Baseball diamonds, swings and sand boxes do not make a playground any more than a room with blackboards and desks makes a school. Nor does the presence of a caretaker or policeman make of the play area a center of constructive, enjoyable play activities any more than a janitor or monitor makes the school building an educational center. With intelligent leadership the playground becomes a constructive influence—a place where ideals of fair play and citizenship are instilled and where the joy of life is realized in the child's absorbing interest in wholesome play activities.

Play leadership makes its greatest contribution, however, in its direct influence upon the lives of the boys and girls who attend the playground, and indirectly upon the neighborhood in which the playground is located. Every boy and girl is a hero worshiper and tries to emulate the adults whom he admires and respects. The playground leader has an opportunity to win a place in the affection and admiration of the children which will enable him to exert a great influence upon them. Because the leader helps them enjoy themselves, is expert in one or more types of activity, treats them fairly, teaches them new activities and shows a sympathetic interest in their problems, children are likely to look up to him as their ideal. They tend to imitate him in dress and conduct and to adopt his standards. He serves as an incentive to higher achievement. Because children come to the playground in an expectant, receptive mood, the leader is in a peculiarly favorable position to open up to the children avenues for immediate enjoyment and attractive vistas for the future. The personality of the leader affects the entire spirit of the playground and either reinforces or counteracts the influence and spirit which prevail in the neighborhood. Only as competent leadership is provided can the playground contribute to happiness and to the development of right conduct and high ideals on the part of the children who attend it.

#### LEADERSHIP VS. SUPERVISION

Reference is frequently made to "supervised" play but the idea of supervision of play activities is subject to considerable criticism. The words "supervised," "organized" and "directed" do not have a happy connotation when applied to play. "The able person of experience who tries to help children with their play really gives leadership rather than supervision or direction." A more favorable and correct understanding of the function of the public playground is likely to result by avoiding the use of the term "supervised play" and speaking rather of "play under leadership" or "play guidance."

Different leadership methods may be practiced in dealing with different age groups and an understanding of the principles which govern group leadership at different ages is essential to successful playground service. A simple but helpful classification based on different definitions of leadership was suggested by the late Dr. William Burdick.<sup>4</sup> He pointed out that one idea of leadership is taking somebody by the hand—personal contact—and that this is a form of early leadership as we should give it in childhood. Another conception of leadership is going in advance and that, he suggests, is the enticing or luring of youth by means of the way we conduct ourselves.

<sup>4</sup>William Burdick. "The Place of Training in Developing Professional Leadership." *The Journal of Health and Physical Education*, May, 1928.

"Finally, leadership means to advise and that is the form of leadership we use with adults."

Another important type of leadership which must be recognized as essential is that which plans and works for the provision of play areas, arranges for their equipment and maintenance, prepares the playground budget and secures the appropriation, selects the playground leaders and supervises the city-wide playground program. This kind of leadership, whether exemplified in a volunteer board member, in a paid worker such as a superintendent of recreation or in a supervisor of playgrounds, plays a very important part in determining the success of a playground system.

### QUALIFICATIONS FOR PLAYGROUND LEADERSHIP

In view of the importance of leadership on the playground, it is highly important that the qualities and personal equipment needed for successful playground leadership be understood and recognized in selecting persons for playground positions. Leadership may be beneficial or harmful and in varying degrees.

The qualifications for different types of playground service vary somewhat, but there are certain qualities which are desired in all persons engaged in playground leadership. They have been summarized in the report of a committee of recreation executives appointed by the National Recreation Association to study desirable standards of selection, training and experience of recreation personnel. "The object for which community recreation work is conducted and the ideals of the profession of recreation leaders demand high standards of personal character, devotion to the work and belief in the high calling of the profession. The fact that a large part of the work is conducted on behalf of children necessitates the exercise of the greatest care in the selection of those who are to do the work."<sup>5</sup>

The playground leader must be of a sociable disposition and one who is generally liked by others. Enthusiasm, youthful spirit, human understanding and sympathy are qualities, in addition to those always demanded in any profession, which contribute greatly to success in recreation work. A sense of humor is a valuable asset to a playground worker. The successful leaders are those in whom the spirit of play has never died and who retain through life an active interest in wholesome forms of play. The nature of the work requires that a person be in excellent physical and mental health. Persons engaged in organizing and directing activities should also be thoroughly grounded in the underlying philosophy of play and recreation.

A composite list of desirable qualities in a playground worker

<sup>5</sup> *Training and Experience in Community Recreation Work*. New York: National Recreation Association. 1931.

would include a wide range of human attributes all of which could not be found in any individual. It is clear, however, that certain fundamental personality traits and special training are required for successful playground leadership. In the playground positions of a supervisory nature additional qualifications, especially in the way of training and experience, are essential. Some of these qualifications are listed later in this chapter and a further consideration of the qualities seemed desirable in a playground worker appear in Chapter VIII.

### TYPES OF PLAYGROUND POSITIONS

Because of the varied problems in administering a city-wide playground system, several different types of positions have come to be commonly recognized. The varying duties and responsibilities of workers in different types of recreation service call for varying capacities, training and experience. The committee previously referred to in this chapter classified the positions and titles as follows:

1. *Superintendent*

Chief executive officer in charge of a department and its personnel. Usually responsible to a board of laymen or a commission, sometimes directly responsible to a city manager or city council.

2. *Supervisors*

Executive officers responsible to the superintendent and in charge of a group of recreation centers of similar kind, their personnel and the general program of activities carried on therein, or of some special function generally applicable to all centers as construction and maintenance; e.g., Supervisor of Playgrounds, Supervisor of Community Centers, Supervisor of Construction and Maintenance.

3. *Directors (or Supervisors) of Special Activities*

Specialists in charge of special phases of program development. The responsibilities of these employees vary greatly. In some cases they act as advisors to directors of centers and play leaders and in other cases they enjoy authority over such employees; typical of such positions and titles are: Director of Athletics, Director of Music, Director of Drama, Director of Girls' and Women's Activities, Director of Folk Dancing, Director of Handicraft and Director of Nature Study.

4. *Directors (or Managers) of Centers*

Executive officers in charge of administering the facilities, staff and program of a recreation center such as a playground, community center, swimming pool, golf course or camp. These officers are usually responsible to a supervisor, if there are sufficient centers of a kind to warrant the employment of a supervisor, and, if not, to the superintendent; e.g., Playground Director, Community Center Director, Camp Director, Manager (or Director) of Golf Course, Manager (or Director) of Swimming Pool or Bathing Beach.

### 5. *Assistant Directors*

Employees who assist the director of a center in managing the facilities and directing the activity program; e.g., Assistant Playground Director, Assistant Community Center Director.

### 6. *Play Leaders*

Employees who exercise general oversight over the play of children or adults on a playground or in a community center, or lead groups in organized play activities. These employees are often employed on part time and invariably work under the close direction of directors or assistant directors. Frequently they are students preparing for professional work in recreation.

### 7. *Life Guards*

Employees responsible for patrolling beach or pool, enforcing safety regulations and rules and ordinances of conduct in public places, rescuing persons in distress in the water and applying artificial respiration to the apparently drowned and administering first aid to the injured. These employees are usually responsible to the manager (or director) of the beach or pool.<sup>6</sup>

It is clear from a reading of the previous list that some of the positions listed do not relate to playgrounds. Furthermore, in small cities with a few playgrounds some of the playground workers mentioned will not be needed. However, the classification should be helpful in understanding the various types of recreation positions and in securing a greater uniformity in referring to them. It might be mentioned that in practise the term *Supervisor* is much more commonly used than *Director* in referring to the type of worker described under section 3 of the report quoted.

In practically all cities having a year-round recreation system there is a superintendent of recreation one of whose major responsibilities is the general supervision of the playgrounds. Oftentimes he personally directs the program, prepares the schedules, visits the grounds periodically and follows closely the work of the directors and leaders. In the larger cities much of this work is done by a supervisor of playgrounds or by a corps of district supervisors who are responsible for the direct supervision of the playground system.

In a large number of cities one or more special supervisors of handcraft, athletics, music, drama, nature study or some other activity are employed to help train and assist the individual playground directors in conducting the particular activities in which they are specialists. As a rule they are employed only in cities having several playgrounds. Sometimes a person serves as a specialist in more than one activity such as handcraft and nature study.

On each playground there is a director who is immediately re-

<sup>6</sup> *Training and Experience in Community Recreation Work*. New York: National Recreation Association. 1931.

sponsible for the center and who usually has one or more assistant directors or play leaders.

The following pages contain a discussion of the qualifications for and duties of workers in the various types of playground positions. It is based to a considerable extent upon the conclusions presented in the Committee report previously referred to.<sup>7</sup> It is recognized that many individuals, because of unusual personality, ability, understanding of children or special skill, who do not fully measure up to the qualifications recommended in the report, are rendering effective service as playground workers. As a rule, however, it is believed that communities should adhere as closely as possible to the recommended requirements in selecting workers for their playgrounds.

### SUPERINTENDENT OF RECREATION

In most cities the superintendent of recreation is the chief executive of the playground system, as well as of the city's recreation service. His task is primarily one of organization and community leadership rather than of the management of recreation areas. It is essential that his duties, as far as they relate to playgrounds, be given consideration. To a large extent the duties of the superintendent of recreation and the degree of freedom and responsibility allowed him in performing these duties depend upon the policy of the individual or group to whom he is responsible and also upon his own qualifications. In general, however, the following duties relating to playgrounds are assigned to him. Some of his functions are subject to the approval of the governing authority, such as a recreation board, or of his superior, such as a city manager or superintendent of schools.

1. Determine the areas on which playground programs are to be conducted under leadership.
2. Recommend additional areas to be acquired for playground purposes.
3. Prepare the playground budget.
4. Select and supervise the playground staff and workers.
5. Plan the general city-wide playground program.
6. Organize a system of city-wide playground supervision.
7. Train the playground personnel through institutes, staff meetings and personal conferences.
8. Prepare a plan for the layout and equipment of playgrounds for effective use, and supervise their development.
9. Prepare and distribute suitable playground publicity.
10. Determine the records to be kept and supervise their proper compilation and use.
11. Secure the largest possible attendance and use of the playgrounds.

<sup>7</sup> *Training and Experience in Community Recreation Work*. New York: National Recreation Association. 1931.



12. Organize a representative group of citizens to advise and assist the playground authorities.
13. Enlist and train volunteers for playground service.
14. Encourage the development of backyard playgrounds and play activities in the home.
15. Assist and advise authorities in schools, institutions and other agencies concerning their play problems.
16. Cooperate with juvenile court, police, library and other workers.
17. Work continuously for the enrichment and extension of the playground program.
18. Assure the efficient maintenance of all playgrounds.
19. Interpret to public officials and the community through addresses, hearings, interviews and published material, the objectives of and services rendered by the playgrounds.
20. Make certain that the playgrounds, through their leaders, facilities and programs are rendering the most effective possible service.
21. Make special research studies and reports of playground needs and services.
22. Supervise the office, sign payrolls and requisitions, handle correspondence, etc.

Obviously the superintendent of recreation in a city having many playgrounds cannot perform all these duties himself. Many of them will be carried on by subordinate workers, primarily by supervisors. Furthermore, in carrying out many of these functions he will enlist the cooperation of his staff, both supervisors and playground directors. However, as a rule he is the one who is essentially responsible for performing most of the duties listed above.

Consideration of such questions as special qualifications, age, experience and educational requirements for the position of superintendent of recreation is omitted here. Essential qualifications for the position, insofar as playgrounds are concerned, correspond to those recommended for the supervisor of playgrounds in the statement which follows.

#### SUPERVISOR OF PLAYGROUNDS

In most cities conducting playgrounds during the summer months only, there is no superintendent of recreation employed the year round and the person in charge of the program is called the supervisor of playgrounds. In these cities the supervisor performs many of the previously listed duties commonly assigned to the superintendent of recreation. However, with only a summer program, the supervisor working for only a few months of the year is unable to carry on all the duties of the year-round executive. Some of them are omitted entirely, some receive little emphasis, and others are performed by or shared with the managing authority.

In some of the larger cities having a comprehensive recreation pro-

gram, a supervisor of playgrounds, subordinate and responsible to the superintendent of recreation, is employed to supervise the playground service. This worker assumes many of the responsibilities and performs many of the duties relating to playgrounds that are otherwise assigned to the superintendent. The duties of such a worker are specified as follows by the Civil Service Commission in Los Angeles. (In this city the worker has the title of Supervisor of Playground and Community Center Activities.)

**DUTIES:** Under executive direction, to be in responsible charge of the recreation and community center activities of the playground and recreation department; to supervise the work of all recreation directors; to visit recreation centers and to observe the administration of programs; to make special research studies and reports for the superintendent of the playground and recreation department concerning neighborhood needs for playground service; to make recommendations on proposed playground sites and as to the layout of buildings and grounds; to represent the department in conferences and public meetings wherein playground and community center matters are involved; to plan for exhibits and programs in which the department is represented; to supervise the conducting of playgrounds, the assignment of personnel, applications for positions and the answering of inquiries concerning playgrounds and community center activities; to study and solve personnel problems, including rating of employees, analysis of ratings made by others, assignments, transfers, vacations, grievances, hours of work, etc.; to supervise the making and administering of budget control affecting playground and community center activities; to make studies, researches, investigations, reports and recommendations; and to perform related work as required.

#### DISTRICT OR ASSISTANT SUPERVISORS

Sometimes district supervisors are employed to supervise a number of playgrounds, generally grouped according to sections of the city. The chief function of these supervisors is to inspire and assist in every way possible the playground directors and play leaders in their district with a view to securing a maximum service from the centers.

Their specific duties are the following:

To visit the playgrounds within their district for the purpose of observing the work being done and assisting the workers by suggesting better methods of conducting activities, of maintaining the physical plant and of program planning and administration. Usually each playground is to be visited daily; at least twice each week.

To organize, schedule and supervise inter-playground leagues and activities within their district and to help with city-wide events.

To approve and assist playground directors in planning community night programs and feature events.

To confer with the executive or general supervisor with reference to his work and problems.

To demonstrate methods of organizing and teaching games, crafts, stunts or special activities.

To maintain harmony and cooperation among the workers on the playgrounds.

To cooperate with the directors in the preparation of publicity.

To approve all changes in program schedules or hours of workers.

To assist with special problems of discipline or neighborhood relationships.

To submit or approve all requests or requisitions for special materials, equipment or personal service.

To submit appraisal reports of the playground workers and their service, based on observations during their visits to the playgrounds.

To assist with training institutes and staff meetings.

To prepare periodic detailed reports covering the activities, attendance, groups and special developments at each of the playgrounds in their district.

#### QUALIFICATIONS FOR PLAYGROUND SUPERVISORS

The following qualifications for the position of playground supervisor are recommended in the Committee report:

*Special Qualifications:* Understanding and appreciation of the various activities conducted on playgrounds, ability to organize people in recreation activities, to gain respect of and to train subordinates, to meet the public and to discuss recreation problems intelligently; knowledge of the philosophy of recreation and of human needs, capacities and interests in relation to recreation; knowledge of the scope and service of other social agencies.

##### *Minimum Age:*

Cities under 100,000 .....	23 years
Cities 100,000 to 500,000 .....	25 years
Cities over 500,000 .....	27 years

*Experience:* Previous experience as a special director or supervisor of an activity conducted on playgrounds, as a playground director, teacher or director or supervisor of physical education.

##### *Minimum Experience in Years:*

Cities under 100,000 . . . . .	2 years
Cities 100,000 to 500,000 .....	3 years
Cities over 500,000 .....	4 years

*Education:*\*Equivalent of graduation from four-year university course. . . . Specialized university training in any of the activities which make up the community recreation program to the exclusion of courses which tend to broaden one's appreciation of all the activities will prove a handicap. A sampling of courses in literature, dramatics, classical and applied arts, music and athletics should prove invaluable. Extra-curricular activities will contribute vitally to the preparation.<sup>8</sup>

<sup>8</sup> *Training and Experience in Community Recreation Work.* New York: National Recreation Association. 1931.

J. H. Gourley has offered the following suggestions concerning the qualifications and functions of the playground supervisor:

"In the main, playground supervisors will be those graduated from the ranks of play leaders and directors who have demonstrated skill in play service. . . . A real supervisor is a teaching supervisor and a supervising teacher. This means constant and everlasting preparation which permits the supervisor to be constantly alert for opportunities to assist, to impart knowledge, to be welcomed on any ground, and to realize the full purpose of a supervisor. . . . The fact that the supervisor is an acknowledged authority in at least one field of play service will command the needed respect and create a real usefulness for the supervisor. Evident preparation and competence in at least one field of service is therefore essential."<sup>9</sup>

### SUPERVISORS OF SPECIAL ACTIVITIES

The duties of such workers may be summarized as follows:

1. To introduce and promote on the playgrounds of the city one or more particular activities, such as music, handcraft or folk dancing.
2. To instruct the playground leaders in the technique of the activity and to help them in conducting it on their playgrounds.
3. To plan and conduct special city-wide, district or inter-playground events in which the particular activity is featured.
4. To organize and conduct special groups or classes in the activity.
5. To assist the superintendent or playground supervisor in evaluating and increasing the effectiveness of the playground leaders.
6. In cooperation with other supervisors and playground directors, to work out a well-balanced playground program.
7. To assist with instruction and demonstration at staff meetings and training institutes.
8. To help workers to acquire and prepare materials and equipment which can be used in the particular activity.

### REQUIREMENTS FOR SUPERVISORS OF SPECIAL ACTIVITIES

The requirements for the various supervisory positions vary considerably with the different activities and with the limitations set upon the service of the supervisors in the individual community. The minimum age recommended for such workers varies from 21 to 25. Two years of college work or its equivalent, with special training in the particular activity, are considered essential. Experience in teaching or in directing activities for a period from one to five years is recommended as a requirement for service as a supervisor.

The following special qualifications for supervisors of handcraft, folk dancing and nature study are indicative of the types of persons considered suitable for such positions.

<sup>9</sup> J. H. Gourley. *The Job of the Supervisor*. New York: National Recreation Association. 1931.

*Supervisor of Handcraft:* Personal skill in and ability to teach the many crafts conducted on playgrounds and in community centers, including particularly the following: basketry, caning, etc.; coping saw work; weaving, hand and foot looms; stencilling; batik; sewing, household and art embroidery; metal craft and jewelry; bookbinding; raffia work; wood and soap carving; leather craft; modeling in clay. Ability to organize programs of handcraft beginning with the more simple forms and building up to the more difficult forms, as well as the ability to supervise others in carrying out and adapting these programs, should be required.

*Supervisor of Folk Dancing:* The director should be skilled in the technique of the many traditional folk dances. She should possess the qualifications of a good teacher and should know how to organize programs of instruction and folk dancing festivals. While concerned over the technique of the dance she should not be lacking in ability to create in the dancing a spirit of joyful participation. The director should also have a knowledge and appreciation of the more simple forms of rhythmical expression such as the singing games of childhood. Knowledge and skill in social dancing and square dances are very valuable. The director should be able to play the piano.

*Supervisor of Nature Study:* Wide familiarity with the phenomena of nature encountered on playgrounds, parks, camps, trails and seashore; training in the fundamental natural sciences; ability to interpret nature to others not from the academic textbook standpoint but in a manner which will inspire others with enthusiastic appreciation of and curiosity concerning the natural environment.<sup>10</sup>

### THE PLAYGROUND DIRECTOR

As previously stated, this worker is in direct charge of a single playground and therefore is responsible, with the help of supervisors and his assistants, for making the playground function efficiently and render the greatest possible service in the neighborhood. A detailed discussion of the director's duties and responsibilities and their performance will be found in Chapter XXIX.

The general duties of the playground director in the Detroit Department of Recreation have been classified and stated as follows:

#### "As an Organizer

Make a survey of the community to find out what it has and what it needs. Then organize and develop such activities as will give the community the activities needed to produce the best physical, mental and moral results. Keep clear of any entangling, social, factional, sectarian, partisan and institutional alliances in the community.

#### "As a Director

Teach games, both new and old; direct club organization; and promote both indoor and outdoor activities as outlined by supervisors and in accord-

<sup>10</sup> *Training and Experience in Community Recreation Work*. New York: National Recreation Association. 1931.

ance with the policies of the department of recreation. Develop team work in the community and with co-workers. Make use of the educational facilities provided by the department of recreation in order to render a more valuable service to the department and to the community.

**"As a Host**

Encourage all persons attending a center to enter into the various activities. Ask persons interested in the games to assume some degree of responsibility for the success of that activity. Know and disseminate information of the real greatness and purposes of the department of recreation, in order that the people may have a true understanding of what the department is endeavoring to do. Conduct yourself in a straight, upright, and honorable manner, as a true representative of the department should at all times do.

**"As a Coach**

Develop teams and competitive events of all kinds, giving instructions when necessary. Instill in the minds of all contestants ideals of loyalty, fair play and good sportsmanship.

**"As a Teacher**

Promote literary and study clubs, dramatics, hand work; make kites, toys and other inexpensive useful things. Study the 'psychology' or 'viewpoint' of the community and have proper respect for public opinion. Handle tactfully questions of the ethics and morals of private group conversations.

**"As an Advertiser**

Provide a bulletin board. Plan a program one week ahead. See that all announcements are attractively displayed. Keep neighborhood papers and the central office fully informed as to what is being done in the center, and in every other possible way see that the people in the community know that your center is ready to serve them. Keep in mind that favorable publicity counteracts false impressions.

**"As a Clerk**

See that director's reports, time sheets, attendance reports, activity reports, accident reports, inventory reports, janitor's time sheets, damage to property reports, and other required reports, together with a full report of any special event, is submitted ON TIME to the central office.

**"As a Doctor**

Apply first aid to the injured. See that every person hurt is given the best possible care, calling the city ambulance and physician when necessary. See that the family is informed of the circumstances surrounding the accident and what has been done. If the accident occurred at the center, make out in detail the accident report and send it immediately to the office.

**"As a Caretaker**

Have the janitor or caretaker keep the floors and the grounds clean and neat in appearance, or do it yourself if he is not available. Remove all rubbish from the center. See that light, and fuel are not wasted. Have the grass cut, apparatus repaired or replaced, ripped balls sewed, and keep everything at the center in the best possible condition in order that the efficiency of the work may not be hampered. 'Have a place for everything and everything in its place.'

"As a Policeman

Supervise carefully lavatories and all dark corners. Do not permit marking on walls of buildings or fences. See that all juveniles are sent home at the proper time. Break up gambling games and eliminate all smoking, swearing and rowdyism. Discourage promiscuous acquaintance between certain types of boys and girls."

When there are more than two workers on a playground it is advisable to designate one of them as an assistant director to act for the director whenever the latter is absent from the playground.

#### QUALIFICATIONS FOR PLAYGROUND DIRECTOR

*Special Qualifications:* The playground director is to the playground what the principal is to the school. He performs executive duties in managing a plant and staff and in promoting, conducting and supervising a program of activities. The institution of which he is the head is, however, not usually one with a large staff, hence he performs many of the detailed duties of instruction and direction of activities. It is desirable that he combine the ability of an executive with that of a teacher or leader of individuals and groups in play activities.

The directors should have sufficient skill in and knowledge and appreciation of all the activities conducted on a playground to develop a well-balanced, diversified program of activities. It is too much to expect a director to be highly skilled in all the activities, but if the director is skillful in three groups of activity out of the eight following he will be fairly well equipped: athletics, dramatics, storytelling, nature study, folk dancing, music, camp craft, handicraft. Since athletics bulk larger in the playground program than any other activity the playground director should be well prepared in athletics. Knowledge of first aid to the injured should be required.

The director should have a practical knowledge of organization of activities, including knowledge of how to organize leagues, tournaments, exhibits, demonstrations and entertainments.

The director should be a "good mixer," a person of sociable disposition and active temperament who enjoys participation in social activities. He should be imbued with the spirit of sportsmanship. He should be tolerant of and sympathetic with the aims and achievements of all groups, and should be familiar with the needs, capacities and interests of the groups and individuals who are to be served by his center in order that the program may be adapted to them.

Minimum Age: 21 years.

Education: Equivalent of two years of university work. Courses in physical education, music, dramatics, arts and crafts and recreational theory and practice are valuable in preparing for this position.

Experience: At least one year of experience as an assistant director, play leader, teacher or social worker is desired.<sup>11</sup>

<sup>11</sup> *Training and Experience in Community Recreation Work*. New York: National Recreation Association. 1931.

### ASSISTANT PLAYGROUND DIRECTOR

This type of worker should have the same general qualifications as the playground director, but with the minimum standards less vigorously applied, particularly as to executive qualifications. The assistant performs many of the same duties as the director, acts for him in his absence and supplements him in many ways. As a rule when there is a male director the assistant should be a woman, and vice versa. It is desirable that special training has been received in physical education, arts, crafts, and other playground activities.

### PLAY LEADER

The play leader is usually responsible for the oversight and supervision of specific play activities or facilities on a playground where the general program is organized by a playground director and his assistants. The primary duties of this worker are to conduct activities, care for game supplies and equipment, organize special events on the playground and in general to assist the playground director. The Civil Service Commission of Los Angeles has specified the duties of the junior recreation director to be:

"To conduct under direction or supervision play and recreation activities at playgrounds and at recreation centers where only a limited program is possible, or to conduct a portion of the program at larger recreation centers. Such activities will include tag, or 'It' games, circle games, singing and folk games, party games and programs, water sports and swimming, singing and instrumental music activities, nature study, hiking, art work, handicraft, standard gymnasium and sports activities, folk and aesthetic dancing, story-telling and dramatics. To administer and care for facilities for such activities as assigned and to do related work as required."

Personal skills in several of the activities common to playground and community center programs, as enumerated under the title of director, are desired, but organizing and executive ability is not expected for this position; nevertheless, when present, these qualities are an asset. Knowledge of first aid should be required. The minimum age for such workers is 18. No professional experience should be required but experience in playground activities should be looked for. High school graduation or its equivalent should be a requirement for such a position.

### QUALITIES DESIRED BY CHILDREN IN PLAYGROUND LEADERS

The preceding comments on playground workers are based primarily on adult concepts. But what do children consider essential in a



playground leader? The pupils in the 6th, 7th and 8th grades of seven Chicago schools located in neighborhoods of varying types were once asked to tell what kind of play teacher they would like to have on the playground. The first ten characteristics which they considered most desirable and the number of children listing them were:

1. Kind .....	140	6. To be young ..	78
2. Knows games .....	128	7. To be jolly .....	77
3. Is athletic .....	102	8. To be fair ..	64
4. Is interested ..	94	9. To know first aid .....	58
5. To play with children .....	85	10. Good game teacher .....	53

The two outstanding requirements which stand out in the preferences expressed by the children are (1) A kindly, sympathetic, and joyous interest in the children, and (2) A knowledge of the activities, especially games, and skill in performing and teaching them.

There is a very striking similarity between the preceding list and the qualities which a large number of New York City children reported they most desired in their leaders, whether gang leader, settlement house worker, recreation director or school teacher. Students at the National Recreation School in making a study of street and sidewalk play activities of children throughout the city found the following preferences:

1. Kindness	5. Take part (participation on part of leader)
2. "Knows stuff"	6. Enthusiasm
3. Good fellow	7. Courteous
4. Fairness	

How significant that kindness is the quality most desired by children in both cities and that next in importance is adequate preparation for doing the job effectively!

The preceding statements indicate clearly that service on the playgrounds is no sinecure. On the contrary, effective playground leadership demands the highest and best which anyone can give. Opportunities for advancement are open however for those who display unusual ability and who are willing to prepare themselves for positions of greater responsibility.

## CHAPTER VI

### SELECTING PLAYGROUND WORKERS

The wise selection of leaders for service on the playgrounds is one of the most important functions of playground authorities. The methods used vary in different cities but the objective is the same in all cities, namely, to secure a staff of workers who will render the most satisfactory service. There are a number of factors involved in the selection of playground workers: (1) the available sources from which they may be drawn; (2) the prescribed rules or method of selecting them; (3) the criteria on which to judge applicants; (4) the number and types of workers to be employed, and (5) special conditions affecting employment. Some of these factors and the methods devised by municipal playground authorities to select competent workers will be considered.

#### SOURCES OF PLAYGROUND WORKERS

Playground directors, assistant directors and play leaders comprise a large part of the playground staff. Except in some of the large cities most of them are employed for the summer alone or on a part-time basis for a longer season. These workers are recruited largely from the local school staff, especially teachers of physical education or crafts, from students at normal schools, colleges and universities, many of which offer playground courses, or from persons who have previously served on the playgrounds and who are available during the playground season. Kindergarten teachers are often employed to care for the younger children. Playgrounds conducted by school authorities are likely to draw heavily on the school staff. In California cities, boards of education are authorized to employ as playground leaders only persons who have been licensed by the State Department of Education as playground teachers. Frequently boys and girls who have attended playgrounds regularly and who have served as junior leaders and sometimes as volunteers, are later employed as play leaders or directors. It is to be expected that the playgrounds themselves will increasingly serve as training and recruiting grounds for paid leaders. Directors should encourage boys and girls who display qualities of leadership on the playground to secure the training which will help prepare them for playground positions.

An effort should be made to enlist from all possible sources the services of the most competent people available. In many cities one of the requirements for employment is at least one year of college or normal school training. It is advisable, if possible, to employ persons who have an educational background and experience in conducting activities, but it is *equally essential* that they have the personal qualifications previously discussed. Often persons who have had teaching experience lack the spirit which characterizes a successful play leader. On the other hand, a person with limited education but with special skills and understanding of children may prove highly satisfactory. In the larger cities it is advisable to set high educational as well as personal standards for playground workers but in smaller communities more flexible standards are sometimes desirable. Because of the comparatively low salaries paid to summer playground directors and leaders and also because of local pressure for appointments, these workers are generally recruited from persons whose homes are in the city employing them.

The selection of the recreation superintendent, playground supervisors and playground directors employed the year round is a different problem. The qualifications for such positions are more exacting; the number of positions and qualified candidates are comparatively few. Such workers are often recruited from persons who in subordinate positions in the playground service of the city have demonstrated their capacity for places of greater responsibility; they are drawn from playground departments in other cities or from related types of service with the local schools or social work organizations. Increasingly cities are turning to the National Recreation Association for help in filling supervisory or executive positions. Workers for such positions are more likely to be drawn from outside the city than are the summer playground directors and leaders, because in many cities there are few if any qualified local candidates.

#### FREEDOM IN SELECTING WORKERS

Playground governing authorities must have a certain degree of freedom in selecting their workers if they are to be held responsible for the work accomplished on the playgrounds. Therefore in a large number of cities playground workers for subordinate positions are appointed by the governing board or other authority on the nomination or recommendation of the executive. Where there is freedom from political pressure or interference in making appointments, and where workers are carefully selected on the basis of merit, this method generally proves satisfactory. Unfortunately this condition does not obtain in all cities. Therefore playground positions in many of the largest cities of the country have been placed under civil service which

aims to have appointments made on the basis of merit rather than favoritism. In its report previously quoted<sup>1</sup> the Committee on Training and Experience in Community Recreation Work expressed the belief that the method of civil service examination and selection was the most practical basis of selecting employees, including the superintendent. As a matter of fact, however, experience has shown that where local political leaders insist on controlling playground appointments, civil service has not been entirely effective in preventing them from doing this. Where playgrounds are administered under the schools the civil service system is not used in selecting workers. In addition to the customary restriction that only persons living in the city be employed, the chief disadvantages of civil service are that it is very difficult to remove a person after he is once appointed and that his sense of security in his position may cause him to stagnate. This is likely to result in a lack of effectiveness in his work and to make discipline difficult for the playground executive. It is desirable that the playground authorities have freedom to dismiss incompetent workers as well as to select their own workers.

#### CIVIL SERVICE METHOD

The following quotations concerning civil service procedure are from the report of the Committee:

"If civil service is invoked the examination should be applicable specifically to the duties to be performed. The superintendent should be consulted by the civil service authorities in regard to these duties and the type of person desired for the position.

"Selection of employees from civil service lists should be made by the superintendent. Some would confer the power of final appointment or approval of selection upon the board; others believe this power should rest alone with the superintendent. Selection of employees by the board alone without recommendation of the superintendent is not advisable if the superintendent is to be held responsible for proper administration of the personnel, for the employees must feel responsible to the superintendent. Supervisors and directors should likewise participate in the selection of employees subordinate to them.

"The customary civil service practice of certifying three eligibles for any vacancy from which the appointing power may select anyone is generally thought to allow sufficient latitude of choice to the appointing power.

"Eligible lists created by examination should be valid for not over one year. All employees appointed under civil service should serve a probationary period of not less than three months nor more than one year before permanent appointment becomes effective.

"It is sometimes advisable to exempt from civil service written examination employees whose services are of an extremely technical nature, or of a

<sup>1</sup> *Training and Experience in Community Recreation Work*. New York: National Recreation Association. 1931.

nature in which personal and intangible qualities are required in the employee, particularly if the supply of persons capable of performing satisfactory service in a given position is so few as to eliminate competition in the examination. The same object is now accomplished by the more progressive civil service departments by unwritten and oral tests.

"A certain period of local residence is usually required as a condition of entrance to examination. Such a rule should not be enforced unless trained local talent is available and unless it is very evident that there are sufficient local applicants skilled in the work to be done to result in good competition for a given position."<sup>2</sup>

Exemption from the residence rule is usually advisable for the positions of superintendent and supervisor.

### EXAMINATIONS FOR POSITIONS

"Civil service examiners generally resort to three kinds of tests to determine the fitness of candidates for positions. These tests may be described as follows:

1. Written test formulated to determine (a) the applicant's fund of information in the field of knowledge covered by the examination, and (b) the applicant's understanding of the relationship of ideas, ability to organize his thoughts and faculty in written expression. The former (a) is usually determined by "yes" and "no" answers to given statements or by true and false selections from three or four recorded statements. The latter (b) is determined by requiring the applicant to write essays of stated length on given subjects.

2. Practical test in organizing and leading a group of people in selected activities or, in the case of mechanics, in handling and using materials.

3. Oral and personal test in which personal qualities, character and general fitness are determined by oral interview and by evaluation of references and records of previous experience.

"Often all three types or kinds of tests are employed to arrive at a composite rating, and frequently the scores made under the tests are weighted in accordance with a concept of the efficiency of each test in determining the fitness of the candidates for the position.

"The relative weight to be given to each of the tests for each of the standard types of recreation positions varies according to the nature of the position."<sup>2</sup>

Four points out of a total of ten are suggested for the written test. Of the other two, the practical test should count more in selecting

<sup>2</sup> *Training and Experience in Community Recreation Work*. New York: National Recreation Association. 1931.

playground directors and leaders, whereas the oral and personal test is more important in employing workers for supervisory positions.

Although examinations are practically universally used under civil service, they are less widely used where other methods of selection are employed. Where successful completion of a playground institute is a requisite for employment, however, an examination is frequently given. Wherever practicable, the playground executive with freedom to select workers will want to secure the facts obtainable by the three-fold civil service method.

### SOME TYPICAL EXAMINATION QUESTIONS

As a rule applicants for the position of superintendent of recreation are required to answer only a few questions. They relate to the more important problems of organization and administration and are intended to test the applicant's understanding of the larger problem rather than his knowledge of detailed activities. Examinations for supervisors of special activities are designed to show the applicant's fitness for the special job as well as a general familiarity with playground problems. The following questions asked in examinations for the position of superintendent are illustrative:

Submit a chart of the organization set-up which, according to your views, would be applicable to a city of about 450,000 population.

Outline the work you would do, given a budget of \$20,000.

Outline briefly a system of records you would suggest for the work in a city of 100,000.

Thesis (1,500-3,000 words): Playgrounds and their relation to the social and moral conditions of the community.

#### FOR THE PLAYGROUND DIRECTOR

The following questions are quite typical of those asked of applicants for the position of playground director. Many similar questions are also found on examinations for assistant directors and play leaders:

##### I

1. State briefly five reasons why a city should provide recreational opportunities for its people.

##### II

1. Why is leadership necessary on a playground? (Five good reasons.)
2. How does the work of the playground director differ from that of the school teacher?

##### III

1. Name ten characteristics you consider necessary in a good play leader.
2. Name five essential points in the technique of conducting a game.
3. To what extent and in what ways would you use (a) junior leaders; (b) volunteers?

## IV

1. For children of approximately what age would you use (a) team games; (b) singing games; (c) group games?
2. Name five examples of each of the three types of game.
3. Name five games that boys and girls 12 to 15 years old can play together.

## V

1. How can drama be used on the playground? Describe in detail how you would organize some particular form of dramatic activity.
2. Describe how you would conduct a particular handcraft project, listing required tools, materials, methods, etc.
3. How would you correlate crafts with music, drama and nature activities on the playground?

## VI

1. What are some of the important factors and considerations which must be kept in mind in planning a well-balanced seasonal program for a playground?
2. Discuss how four of these factors influence program planning.

## VII

1. What are the advantages of a big feature event at the close of the playground season? The disadvantages?
2. In what specific ways would you relate your summer program to a closing circus or festival?

## VIII

1. Suppose you were asked to equip a new playground. What kinds of permanent playground apparatus would you advise?
2. What game courts and other features would you advise?
3. What sort of play materials would you advise?
4. If money were limited would you put money into play materials, permanent apparatus or leadership? Name these three in what you consider their order of importance.

## IX

1. What steps would you take to safeguard the use of apparatus?
2. In what other ways would you reduce the number of accidents?
3. In case of serious injury to a child on your playground what would you do?

## X

1. How would you keep a group of little children four or five years old happy for an hour?
2. Name the activities that you would introduce in special neighborhood evening programs on the playground.
3. Name ten special events or activities which may be used for special weekly features during the afternoon.

## XI

1. Suppose that at a time when you are busy with a group of 10 to 12 year old boys, some larger, older boys come on the playground and get into mischief. What will you do?
2. How would you discipline the following: Use of tobacco; bad language; destruction of property; gambling; bullying?
3. How can you interest the mothers and fathers of the neighborhood in the playground?
4. What advantages are there in having the neighbors interested?
5. In what specific ways would you use the services of other city departments?

## XII

List after each item the playground handcraft activities suggested to you by the following:

- |                            |                      |
|----------------------------|----------------------|
| 1. Paper boxes.            | 6. Crepe paper.      |
| 2. Burlap.                 | 7. Old magazines.    |
| 3. Raffia.                 | 8. Tin cans.         |
| 4. Scrap leather.          | 9. Clay.             |
| 5. Orange and cigar boxes. | 10. Old inner tubes. |

## ANOTHER TYPE OF EXAMINATION

Some cities, in selecting playground directors, are using examinations of the true-false, multiple choice, completion or classification type. This sort of examination probably serves as well as any other *written* test of the applicant's familiarity with playground activities and problems. It may well be supplemented, however, by a few questions intended to bring out his or her knowledge of organizing and carrying out some playground project. Examinations of this type are satisfactory, however, only if they are prepared with exceptional care, because they must be so worded that there is only one correct answer which must not be obvious. The following tests are selected from examinations of this type for the position of playground director in Berkeley, California, and Seattle, Washington.

## RECREATION THEORY, METHODS AND TECHNIQUE

*Directions:* About one-half of the following statements are true and about one-half are false. Mark each true statement by drawing a circle around the "T" at the left of the statement. Mark each statement that is false by drawing a circle around the "F" at the left of the statement.

(Example) ☒ F In baseball after three strikes the batter is out.

- T F 1. From the standpoint of community recreation, the round robin or percentage method of competition is more desirable than the elimination match.



- T F 2. The I.Q., the chronological age, and weight are three bases commonly used for classifying contestants participating in athletic events.
- T F 3. The contents of a sand box should be kept perfectly dry so that the children will not be exposed to dampness.
- T F 4. A disorderly child can frequently be made into a good playground citizen by delegating to him some responsibility.
- T F 5. The use of junior leaders on the playgrounds does not necessarily make for more variety in the program.

## GAMES—GENERAL \*

- |   |   |   |   |
|---|---|---|---|
| 1. Cat and Rat is a good "line relay" game.   | 1 | T | F |
| 2. In a "shuttle relay" players of the same side face each other at a given distance apart. On the signal to go No. 1 runs to No. 2 who comes back to No. 3, etc. | 2 | T | F |
| 3. Speedball is a combination of soccer, football and basketball.   | 3 | T | F |
| 4. "Pom pom pull away" has the elements of "fleeing and chasing."   | 4 | T | F |
| 5. "Black and white" is a good game for a mixed group.  | 5 | T | F |

## PROGRAM PLANNING

- |  |   |   |   |
|--|---|---|---|
| 1. It is unreasonable to expect children to play strenuous activities with any degree of safety.                               | 1 | T | F |
| 2. Even with a good leader, 10 to 12 year old boys are not interested in nature study, story-telling, drama or hand-craft.     | 2 | T | F |
| 3. The award is the goal toward which the child is directed, the activity is the means to this end.                            | 3 | T | F |
| 4. Once a program is made, the play leader should never deviate from it.   | 4 | T | F |
| 5. A play leader cannot successfully plan his program without considering the neighborhood in which the playground is located. | 5 | T | F |

## CHILD MANAGEMENT

*Directions:* In each of the following statements underline the word or words which make the statement most nearly true.

(Example) A meat substitute in a balanced diet is (a) applesauce; (b) egg; (c) toast.

- The best kind of a ball for a 6 year old child is (a) basketball; (b) soccer; (c) bounce ball; (d) ping pong ball.
- To make punishment helpful it must be (a) painful; (b) occasional; (c) logical; (d) light.
- While a child is indulging in a temper tantrum, you can often help

\* Because in many instances a game is known by different names, it is advisable to avoid questions requiring the identification by name of any but the standard games.

- him most by (a) leaving him alone; (b) talking to him and trying to reason with him; (c) holding him firmly; (d) giving him what he wants.
4. When a child is habitually stubborn, he probably (a) needs to be more restricted; (b) needs more outlet for his energies; (c) needs to be made to recognize authority; (d) needs to be made to exercise more self-control.
  5. The following tendencies may characterize a well-balanced child at one time or another. If you could develop but one of the following you should aim to help him to (a) value his own opinions; (b) meet difficulties squarely; (c) acknowledge defeat readily; (d) yield to authority.

#### SCORING, NUMBER OF PLAYERS AND PERIODS OF PLAY

*Directions:* Write in each blank space the correct term.  
(Example) A goal from a free throw scores *one point*.

1. In matched games of handball the winner must win . . . games out of . . . games.
2. A score is made in volley ball when the receiving side faults or . . . .
3. In tennis . . . straight points shall constitute a game.
4. In longball . . . point is made each time a batter reaches the base and gets home again without being tagged out.
5. . . . players make up a regulation team in nine court basketball.

#### OTHER METHODS OF SELECTING WORKERS

In cities where civil service is not used, the selection of workers rests with the superintendent and the governing authority in charge of the playgrounds—the recreation board, park board, school board, city manager or other officials. Applicants are required to fill out an application blank and to have a personal interview with the playground superintendent or the supervisor of playgrounds. It is advisable to have at least two persons interview each candidate. Sometimes they are required to take a written examination. Applicants are graded and selected on the basis of their training, experience, personal qualifications and promise, as well as their grade on the examination if taken. It is necessary in many cities for persons to attain a specified grade in order to be considered for a position. Persons attaining this grade are either employed as regular leaders, appointed as substitutes or placed upon a waiting list of eligibles. Applicants receiving the highest rating are given the preference in making appointments, although persons who have previously rendered satisfactory playground service in the city often receive special consideration. Sometimes persons who attain a satisfactory grade but fail to receive an appointment are willing to serve as volunteers in the hope that vacancies may develop later or that the following year they may be

employed. It is suggested that they be appointed as substitutes and be given an opportunity to serve in case of illness or temporary absence on the part of the regular workers. Where this is done the executive has an opportunity to observe their work and judge their fitness for service on the playground.

In several cities the workers are selected and employed following an institute which is intended to afford elementary training in the principles of playground work and the technique of playground activities. Attendance is generally limited to persons 18 years of age or older who have had at least a high school education. A nominal fee is usually charged. Sometimes applicants for the course or institute are required to have an interview with the superintendent, and in a few cities the enrollment is limited. Successful completion of the work offered at the institute is required of all persons desiring employment in playground positions, and applicants are ranked according to their grades for the course. This type of institute is generally conducted once a week over a period of several weeks during the spring, although in a few cities it is in the nature of a one to two weeks' intensive course preceding the summer playground season. In one city qualified residents who are unable to take the course, due to absence from the city, are given a special examination and personality test prior to the opening of the summer playgrounds, and their grade determines their rank in the eligibility list along with persons who have completed the course. Persons who have served satisfactorily on the city playgrounds in previous summers and who apply again are reinstated without being required to take the course. In one city preference in selecting playground directors is given to applicants possessing the necessary qualifications who indicate their intention of remaining in the service for three years.

In Cleveland, Ohio, because of the difficulty in interviewing personally the large number of applicants for summer positions with the Board of Education, a rating scale has been devised based upon such factors as the Terman group test, age, athletic participation, education, experience and record in the training class. Such a system is not necessary in a small city, but in Cleveland its use has resulted in a marked reduction in the turnover in playground personnel.

In a small city with only a few playgrounds, applicants are sometimes selected in a less formal manner, because they are known to be interested in children, or to have studied playground work, have made a reputation in athletics or are sponsored by a local official. Occasionally a person is recruited from the playground system in a nearby city to head up the program. A fair, sound basis for selecting workers is just as important to a small community as to a large city, and the personal qualities and other qualifications mentioned in the preceding chapter should be kept in mind in selecting them. Frequently the

persons chosen will have had only limited preparation for the work they are to do and for this reason it is especially important that definite plans be made for giving them additional training on the job. Suggestions for training workers are given in the next chapter.

### APPLICATION BLANK

All persons applying for a position with the playground department are usually required to fill out an application blank. This blank is in addition to any form which may be required by the civil service authorities. It is useful in determining the applicant's fitness for a position and also serves as a permanent record in the department files. The essential features to be included on such a blank are: general education, activities applicant is competent to conduct, experience, recreational interests, type of position desired, references and additional personal information such as address, age and similar facts. The following suggested blank is typical, although local conditions may make it advisable to add or omit certain questions:

### RECREATION DEPARTMENT

City of.....

### APPLICATION BLANK

Each applicant is required to supply the following information and a recent photograph or snapshot.

Date.....

Full Name..... Telephone.....

Present Address ..... City and State.....

Permanent Address .....

Date of Birth. .... Married.... . Number of Children....

Height..... Weight ..... Health .....

### EDUCATION

<i>School</i>	<i>Name of Institution</i>	<i>Dates Attended</i>	<i>Degree</i>
High School			
Normal School			
College			
Others			

What courses have you had in the theory, administration or teaching of playground activities? .....

.....

.....

#### EXPERIENCE

Report any experience you have had

(1) In playground work .....

(2) In other work with children .....

(3) In related fields ... ..

In the following list of activities underscore once those in which you have taken part or had special training; twice those you have organized or directed and in which you are prepared to train others.

Apparatus work	Circus	Folk dancing	Orchestra
Art activities	Clubs, adults	Games, children's	Pageantry
Athletic badge	Clubs, children	Girl Scouts	Puppets
tests	Community sing-	Gymnastics	Social recreation
Athletic leagues	ing	Handcraft	Story-telling
Boy Scouts	Dramatics	Hiking	Swimming
Camp Fire Girls	First aid	Nature study	Tournaments
Children's gardens			

#### POSITION DESIRED

For what position are you applying? .....

Check the type or types of position:

Summer	Year round	School year
Full time	Full time	Full time
Part time	Part time	Part time

When can you begin work? ... ..

#### REFERENCES

<i>Name</i>	<i>Address</i>	<i>Occupation</i>

In some cities a special form of letter and questionnaire is sent to each of the references named on the application blank. Persons are asked to answer the questions indicating their opinion of the applicant's ability, personality, character, health and fitness for the position

applied for. In other cities it is believed that fairer statements are secured when no special reply form is used and references are merely asked to submit a statement concerning the applicant's qualifications. A frank opinion is more likely to be secured if it can be stated in the letter of inquiry that the statement will be treated with strict confidence.

### APPOINTMENT

As previously stated, appointments made from civil service lists should be temporary since a probationary period of several months is highly desirable. The same practice is often wise where civil service is not in effect. Appointments become permanent at the end of such a period provided the service has been satisfactory. There should be a definite understanding at the time of appointment of the conditions of employment, remuneration, hours of service, duties and responsibilities, in order to avoid future misunderstandings and difficulties. During the period of probation the work of the employee should be observed and checked carefully, in order to determine his suitability for the position and to help him in becoming effective in it.

In the case of short-term or part-time positions such as on summer playgrounds or in community centers, where appointments are seldom under civil service, it is easier to dispense with the services of a worker who has failed to "make good" than it would be if he were employed on a year-round basis. Appointments should be formally approved by the employing agency. It is sometimes necessary for a playground superintendent to make temporary appointments between board meetings, in which case the appointments should be confirmed at the next meeting of the board or managing authority.

### REEMPLOYING PLAYGROUND WORKERS

To a considerable degree the success of a method of selecting summer playground workers may be judged by the percentage of those whom the authorities wish to reemploy the following summer and who themselves wish to continue in the service. Only as workers return year after year, especially for the brief summer playground season, can the playgrounds benefit fully by the training and supervision which the leaders receive on the job. In this way their shortcomings can be checked and their abilities and aptitudes rounded out. This is another reason for selecting workers with care and explains why in several cities annual salary increases are granted to leaders who give satisfactory service.

## CHAPTER VII

### TRAINING PLAYGROUND WORKERS

Successful playground service can be given only by persons who have had some special training for this work. Personal qualifications are of primary importance but without training and experience they cannot produce satisfactory results on the playground any more than in the schoolroom. In cities where a reasonable salary scale is maintained and where the playground staff is selected wisely it may be expected that all persons who are employed for playground service have had some special training. Experience as a junior leader on the playground, when combined with a suitable educational preparation, affords an excellent basis for successful leadership.

The educational requirements for various types of playground positions were briefly listed in Chapter V. Most normal schools, colleges and universities offer a number of courses which are helpful to persons who plan to work as playground leaders. These courses include such subjects as athletics, games, music, drama, crafts and nature activities, child psychology, community organization, sociology, club activities, camping and playground administration. Few schools, however, offer a range of courses which provide a well-balanced preparation for professional service as a playground worker.\* Therefore, one of the most commonly used methods of attaining this is through the playground institute which generally precedes the opening of the summer playground season.

#### THE PLAYGROUND INSTITUTE

In large cities where most of the summer playground staff is recruited from persons residing in the city or attending colleges or universities in or close to it, the institute is commonly held during the spring and extends over a period of six weeks to three months. Sometimes it is arranged that university credit be given all who complete the course. Where it extends over several weeks, one or two evenings a week are devoted to the course. In smaller cities, however, or where many of the summer workers are absent from the city during the school year, it is necessary to hold the institute at the beginning of

\* A suggested four-year curriculum for persons desiring to undertake work immediately upon graduation has been prepared by the National Recreation Association.

the summer. Naturally it must be of an intensive nature. It extends over a period varying from three days to two weeks and both morning and afternoon sessions are generally held. In one city an institute is conducted each morning from 9 to 11:30 during the first week of the playground season. A nominal fee is occasionally charged students to cover the cost of materials used or distributed during the course. Meetings are held in a recreation center, school or other building affording facilities for practice work in the various games and activities.

Where appointments are to be made following the institute, all applicants for positions are required to attend. In cases where the institute is primarily for employed workers, they are sometimes paid for the time spent in attending. Often they must take the entire course, but where workers have attended a similar institute in previous years certain parts of the course are optional to such workers. Old workers may be required to take work along lines in which they have shown a weakness. Sometimes the group is divided for part of the course or for a half of each session and the workers are permitted to choose which section they will attend. Or, during certain sessions, the men and women are divided, each group devoting the time to some activity for which it will be responsible on the playgrounds. In one city four different progressive courses are offered, successful completion of the first being a requirement for the second, and so on. Part four of the course is open only to playground directors with at least two years' experience on the city's playgrounds.

The primary purpose of the institute is to prepare the workers for the summer playground season. The program generally includes inspirational addresses, discussions of program planning, lectures on safety, first aid and care of supplies, practice demonstrations of and group participation in games and play activities, classes in handcraft and an interpretation of the objectives, relationships, technique, rules, procedure, schedules and assignments to be in effect during the summer. It affords an opportunity to "brush up" on activities and methods, to become acquainted with members of the staff and thoroughly familiar with the work which is to be performed during the season ahead. In a discussion at the National Recreation Congress several persons expressed the opinion that in institute periods, games and physical activities should precede the lectures and discussions, since the class was more receptive after activities.

The superintendent of playgrounds or supervisor is in charge of such institutes, and he enlists the assistance of the special supervisors, experienced workers with special skill or ability and outstanding leaders in related fields such as the schools, settlements, Y.W.C.A. and others. Sometimes a playground executive from another city has a part on the program.



### TYPICAL INSTITUTE PROGRAMS

Three typical program schedules for playground workers' institutes are given here.

*Louisville, Kentucky:* The Louisville course extends over eight weeks, one evening per week, and apparently all who are enrolled take the entire course. In addition to the program outlined, opportunity is given the students on several days to secure special instruction in handcraft and playground games.

### TRAINING COURSE FOR PLAYGROUND LEADERS

DIVISION OF RECREATION, LOUISVILLE, KY.

#### *Outline of Course*

#### *First Week*

- 7:00 Registration
- Community Singing
- Institute Objectives
- 9:00 Program Planning and Organization

#### *Second Week*

- 7:30 Community Singing
- 8:00 Folk Dancing
- Quiet and Social Games
- 9:00 Story-telling

#### *Third Week*

- 7:30 Community Singing
- 8:00 Individual Problems
- 9:00 Dramatics

#### *Fourth Week*

- 7:30 Community Singing
- Cooperation of Neighborhood Groups and Coordination of Existing Agencies
- 8:30 Harmonica
- 9:00 Mass Game Parties

#### *Fifth Week*

- 7:30 Community Singing
- 8:00 Track and Field Athletics
- 9:00 Competitive Athletics
- 9:30 Low Organized Games

#### *Sixth Week*

- 7:30 Community Singing
- 8:00 Playground Ball and Volley Ball
- 9:00 Sandcraft

#### *Seventh Week*

- 7:30 Community Singing
- Pagantry and Its Organization
- First Aid
- 9:00 Special Features and Special Days

#### *Eighth Week*

- 7:30 Community Singing
- 8:00 Program Planning and Publicity
- 8:30 Community Organization
- Scope of the Field
- Review of the Course
- 9:00 Examination

*Lima, Ohio:* The course in Lima is an example of the brief intensive training institute commonly held prior to the opening of the summer playground season. It covers "methods and techniques involved in the conduct of municipal recreation activities and includes both theory and practice in games, handcraft, athletics, music, folk dancing and the other activities." Instruction is by members of the recreation staff and by guest speakers.

## PLAYGROUND LEADERS INSTITUTE

*Conducted by Department of Recreation, Lima, Ohio*

## SCHEDULE

Wednesday—June 6

Central Junior High, Music Room

- 9:30—Fundamental Principles of Recreation
- 10:15—First Aid on the Playgrounds
- 10:45—Handcraft

*Lunch*

- 2:00—Organization of the Athletic Program
- 2:45—Theory and Practice of:
  - a. Playground Baseball
  - b. Hit Pin Baseball
- 4:00—An Evening Program for Adults

Thursday—June 7

- 9:30—Contributions of the Scout Program to Recreation
- 10:00—Playground Games
- 10:45—Recreation and Recent Social Changes

*Lunch*

- 2:00—Clubs I Have Organized on the Playgrounds
- 2:30—Theory and Practice of:
  - a. Volley Ball
  - b. Track and Field Events
- 4:00—Singing Games and Folk Dances (Women)  
The Technique of Horseshoe Pitching (Men)  
(Central Fire Station Courts)

Friday—June 8

*Round Table Discussions of Following Subjects*

- 9:30—Prevention of Common Playground Accidents  
Issuance and Care of Supplies  
Stationary Apparatus  
Playground Reports
- 10:30—Music on the Playgrounds
- 11:15—Handcraft

*Lunch*

- 2:00—Theory and Practice of the Weekly Special Activities
- 3:00—Playground Games
- 3:45—Dances and Singing Games (Women)  
Newspaper Publicity for the Playground Program (Men)

Saturday—June 9

- 9:30—Assignment to Playgrounds
- 9:40—Playground Dramatics  
(Different groups present plays)
- 10:45—Inter-playground Leagues and Rules—Committee Report
- 11:15—Playground Problems. . . Round Table Discussion  
(Each leader shall submit at least one problem in writing, which problem vitally affects the playground director and his program)
- 1:30—First Annual Recreation Staff Golf Tournament—Lost Creek Country Club.

*Oakland, California:* In this city, a one-week institute for playground workers has been conducted for many years just prior to the opening of the playgrounds for the summer. Experienced leaders who have attended more than one of these institutes are not required to attend all the sessions. Furthermore, during most of the sessions two or more activities are presented and workers may select the subjects in which they wish special instruction. Copies of the institute schedule are distributed among the workers, who are asked to check the subjects for which they wish to register and to mail the schedule to the department at least one week before the opening of the institute. Attendance at ten sessions is required and it is suggested that programs be planned so workers will do intensive work in at least two fields. The program for a recent institute conducted by the Recreation Department in Oakland appears on pages 86 and 87.

### SPECIAL TRAINING INSTITUTES

In addition to the institutes conducted primarily for their workers, many playground and recreation authorities arrange special training courses that are open to interested individuals and to representatives of organizations in the city. These courses are generally devoted to a particular phase of recreation such as dramatics, home play activities, social recreation, handcraft or folk dancing. Playground workers are encouraged to attend these courses, which offer them an opportunity to become more proficient in a particular activity or to acquire a new skill which can be used to advantage on the playground. Sometimes these courses are conducted by local people who are expert in the particular subject; often specialists from the National Recreation Association or some other organization are secured for this service.

### STAFF MEETINGS

The staff meeting is a widely used means of training playground workers. In cities with a year-round staff and program, regular staff meetings are likely to be held once a month, with special meetings called as necessity arises. It is a common practice, especially in cities having a large summer playground staff, to hold a weekly meeting, at least during the summer months. There is no uniformity in the time selected for holding the meeting, although it is frequently held either near the end or the beginning of the week. Saturday morning is a fairly popular time, especially in cities where the playgrounds are closed or are open with a limited program on that day. In a few cities the meeting is held in the evening but this is not generally considered satisfactory as the workers are tired after the day's work. Besides, there is an increasing tendency to keep the playgrounds open during

## TRAINING COURSE FOR RECREATION WORKERS

MORNING PROGRAM			AFTERNOON PROGRAM	
Date	Period I 9:00-9:45	Period II 10:00-11:30	Period III 12:30-2:00	
Mon. June 1st	General Meeting (Required)	<i>Sports</i> 10:00-10:30 Longball 10:30-11:30 Baseball	<i>Dramatics</i> The Player and His Part	
		<i>Rhythmic Activities</i> Clog Dancing	<i>Handicraft</i> Paper craft; tearing and folding; cutting; pasting; coloring;	
		<i>Nature Lore</i> Gardens, Flower Boxes—Discussions and demonstration Nature stories and poetry (bibliography)	<i>Handicraft</i> Paper craft; tearing and folding; cutting; pasting; coloring; cut-outs	
Tues. June 2nd	First Aid	<i>Sports</i> 10:00-10:30 Batball 10:30-11:30 Basketball	<i>Dramatics</i> Conducting Rehearsals	
		<i>Rhythmic Activities</i> Old Fashioned Dancing	<i>Handicraft</i> Woodwork—How to use materials (saw; clamps; wood; saw cutting; sanding; coloring; finishing)	
		<i>Nature Lore</i> Hiking—Equipment; length; good trails; outdoor cooking, etc.	<i>Dramatics</i> Public Performances	
Wed. June 3rd	First Aid	<i>Sports*</i> 10:00-10:30 Horseshoes 10:30-11:30 Touch Tackle	<i>Handicraft</i> Cork Ships—Use of pictures; cutting; actual making Soap Carving—Tools; methods to use; modeling	
		<i>Rhythmic Activities</i> English Folk Dancing		
		<i>Nature Lore</i> Nature Collections and Games		

Thurs. June 4th	First Aid	<p><i>Sports</i> 10:00-10:30 Kickball 10:30-11:00 Handball 11:00-11:30 Bowl Club Ball</p> <p><i>Rhythmic Activities</i> Folk Dancing</p> <p><i>Nature Lore</i> Local wild flowers; local birds; interesting facts and where to find them</p>	<p><i>Dramatics</i> Puppets</p> <p><i>Handcraft</i> Modeling—Sand (preparing sand; tools to use; actual modeling; cone burning wood or sandcraft) Clay (preparing clay; tools; modeling; waxing; joining parts; coloring; painting)</p>
Fri. June 5th	First Aid	<p><i>Sports</i> 10:00-10:30 Hand Polo 10:30-11:30 Paddle Tennis Tennis</p> <p><i>Rhythmic Activities</i> Demonstration of the planning and production of a holiday fête</p> <p><i>Nature Lore</i> Open discussion—Nature clubs; nature hikes; flower and animal shows; observations</p>	<p><i>Dramatics</i> Story-playing, Pantomimes, Pageants, etc.</p> <p><i>Handcraft</i> Weaving, Knitting, Sewing 1. Simple weaving: Loom—how to make and thread Kinds Materials to use Actual making 2. Basket 3. Spool knitting method Circular mats, reins, ropes 4. Sewing Doll clothes for paper dolls made in cut-outs Bean bags, pot holders, etc.</p>

the evening hours. In one system staff meetings are held on rainy days. Substitutes are sometimes assigned to the grounds during the time of the staff meeting. The best time for the staff meeting will generally be determined by local conditions, as, for example, when it will least interfere with the playground program, when the workers find it most convenient to attend and when the best results are likely to be attained for the entire playground program. Meetings are generally held at some conveniently located center, such as the recreation department office or a playground field house.

Most playground authorities believe the meetings, at which attendance on the part of the workers is compulsory, should be held during the time for which the workers are being paid. In other words, attendance should be a part of their regular assignment. They are urged to bring notebooks and pencils and to make notes of instructions and announcements. Substitutes and part-time workers are not, as a rule, required to attend but they should be encouraged to do so, as the meetings afford an excellent training opportunity. In some cities workers are instructed to attend, properly dressed to take part in demonstrations and activities. The meeting is conducted by the superintendent or supervisor of playgrounds.

The purposes of the staff meeting and the activities carried on may be summarized as follows. Naturally all of them will not be included at any one session.

1. To review special events or happenings of unusual significance during the current or preceding week.
2. To outline and discuss the program for the following week.
3. To plan and fix responsibility for conducting special inter-playground or city-wide events.
4. To offer special instruction by supervisors and others in activities that are to be conducted on the playgrounds.
5. To discuss relationships between staff members, directors, supervisors and caretakers.
6. To appoint committees of staff members to study special problems and to hear and discuss their reports.
7. To interpret rules, regulations and policies affecting the staff or its duties on the playgrounds.
8. To comment on local developments related to playgrounds, such as a safety campaign, delinquency study or city plan report.
9. To call attention to recent publications, to coming events and to other opportunities for self-improvement.
10. To hear occasionally an address by outstanding national, state or local leaders on some phase of playground work.

The staff meeting, if wisely conducted, offers a splendid opportunity for raising the standard of work carried on on the playgrounds and for developing a spirit of cooperation among members of the staff.

The executive must have a definite program for each meeting. He must give the members of his staff a generous share in the responsibility for the meetings and an opportunity to express their opinions freely on the topics under discussion. Part of the staff meeting, as a rule, should be devoted to definite instruction or class work in which all participate, although it may be advisable to divide the group for this part of the meeting. The men may work on model aircraft, for example, while the women are learning new folk dances. In one city each member of the staff is assigned a topic relative to playgrounds for presentation at one of the weekly meetings. These talks help the workers to answer intelligently the questions asked on the playgrounds and they afford excellent training in public speaking. In several cities, the time immediately following the staff meeting is set aside by the superintendent for interviews with workers who wish to discuss special problems with him. This is not possible when the meeting is held just prior to a time when the workers must report for duty on the playground. Sometimes handcraft materials and other supplies are distributed at staff meetings.

### OTHER TRAINING METHODS

To supplement the staff meetings and to assure a definite understanding of his duties and of the program by every worker, staff guides, manuals and supplementary bulletins are issued by playground departments in many cities. Reading lists are prepared and distributed, sometimes with the cooperation of the staff workers. In a few cities each playground or center is supplied with a copy of the magazine *Recreation*, with special bulletins and other educational material relating to playgrounds. Workers are urged to read and use the publications comprising the playground library and to draw on the main office library for supplementary reading.

The regular visits of the supervisors to the playgrounds afford an additional opportunity for training the playground leaders. After observing the work of the leaders supervisors should point out their faults and suggest methods of correcting them. A further discussion of this type of training "in the harness" will be discussed elsewhere.

### WORKERS' ORGANIZATIONS

In a few cities, especially where playgrounds are conducted on a year-round basis, the directors have formed a club or association, the objects of which are to improve the service of the members, to promote good fellowship and to further public recreation in every way. As a rule the directors' group is not sponsored by the department and its membership is limited to directors and assistant directors. Such organizations under wise leadership offer possibilities of raising stand-

ards of playground service. In one city with a large year-round staff, a group of several members has formed the habit of meeting one evening per week for the purpose of discussing and reporting on problems of recreational research. In several instances executives and staff members in nearby cities have cooperated in conducting studies. This sort of project is likely to make for better understanding and greater efficiency on the part of playground workers and is a valuable part of a staff-training program. Attendance of staff members at district conferences, at meetings of regional recreational bodies such as have been formed in several parts of the country, and at national conventions at which recreation problems are discussed, should be encouraged in so far as it does not interfere with the performance of essential duties by the workers. Year-round workers in cities where there are institutions offering courses of value to recreation workers should be encouraged to enroll in one or more of them.

The wise playground superintendent will encourage his workers to experiment, to try out new ideas and methods and to make adaptations in the playground program. He will urge them to submit suggestions and to discuss new ideas at the staff meetings. He will call to their attention local events which may afford suggestions for the playground, such as exhibitions at the art institute or museum, special music, drama or dance programs, the circus or a pet show. By stimulating them to be on the watch for new ideas that may be useful in their own work, he will keep them alert and will constantly enrich the playground program. In a few cities at the close of the playground season a questionnaire is distributed among the workers who are asked to express their opinion as to various phases of their work and to offer suggestions for improving the playground service.



## CHAPTER VIII

### RATING PLAYGROUND WORKERS

In small cities where only a few workers are employed on the playgrounds, it is possible for the executive to know personally and to follow closely the work of each member of his staff and to observe the growth and development of each worker. He does not need therefore to devise any special scheme for rating his workers, although if he has one or more supervisors or assistants, he seeks their opinion of the workers and compares them with his own. In larger cities, however, it is highly desirable to adopt a definite system of rating the workers in order to weed out the ineffective ones and give greater opportunity to those who merit it. Otherwise guess work or an unfair impression created by a single incident may be the influencing factor in decisions affecting transfers, promotions, salary increases or reappointment. Rating systems not only help to assure fairness in dealing with workers and increased efficiency on the part of the staff, but they stimulate a desire for professional growth and improvement on the part of the workers. This is especially true where the salary scale is definitely related to the rating system.

To serve a useful purpose and to be administered fairly, a rating system should provide for ratings to be made by several individuals and it should be sufficiently objective to permit a fairly accurate rating of different workers. Where such a system is used, a rating chart form is generally printed on which the items to be scored are listed, sometimes with comment or definitions. Spaces are provided alongside each item for indicating on a varying scale the number of points scored by the worker. The total score is determined by adding the points. The worker is also rated on the basis of his reports, attendance at staff meetings, time record and similar factors. At the end of a period or season the various ratings are averaged to determine his standing.

#### SOME TYPICAL RATING SYSTEMS

There is much similarity in the various rating systems, although they differ considerably in detail. Some lay greater emphasis on the actual performance of the workers whereas others measure primarily the qualities they possess. A combination of the two is desirable.

*Chicago:* An example of the former is the comparatively simple outline devised several years ago for rating playground workers with the Chicago Board of Education.

1. Program . . . . .	50 points
2. a. Personality . . . . .	25 "
b. Initiative . . . . .	
c. Discipline . . . . .	
d. Cooperation . . . . .	
3. Inspection . . . . .	10 "
4. Daily reports . . . . .	10 "
5. General . . . . .	5 "
<hr/>	
Total possible . . . . .	100 points

*Los Angeles:* Another system, used by the Los Angeles Playground and Recreation Department, scores the worker on the basis of ten qualities, each of which has a potential score of 10 points. The name of the worker rated and of the person who does the rating, as well as the date, should appear on each blank.

#### QUALITIES

1. *Personality:* Consider how favorably he impresses others by his physique, bearing, manner, speech, dress, and by his sympathetic interest in their problems.
2. *Cooperation:* Consider his success in maintaining an effective working relationship with his supervisors, fellow-workers, patrons of his ground and community organizations.
3. *Initiative:* Consider his ability to work effectively without detailed instruction, even in the face of meagre facilities or other difficulties, to get better results through originality and through open-mindedness in accepting new methods.
4. *Organizing Ability:* Consider his ability intelligently to plan and carry out a program, with due regard for values and for the needs of his district, and to multiply his own efforts by the effective use of individuals and groups with whom he comes in contact.
5. *Leadership:* Consider his ability to develop and control subordinates and patrons by imparting information, creating opportunities for self-expression, discovering leadership in others, arousing ambition, and fostering moral values by setting a proper example.
6. *Administrative Ability:* Consider his success in rendering consistent service to all the various groups in his district, his ability to maintain the facilities under his jurisdiction in an attractive and useful condition, and his ability to conserve expendable supplies.
7. *Special Knowledge:* Consider his ability to solve the problems in his field through his own special knowledge and through his acquaintance with sources of information, and through his willingness to give time to self-improvement.

8. *Reliability*: Consider his punctuality in submitting reports, his fidelity in observing schedules, his accuracy in statements, dependability in carrying out instructions, and fidelity in social relationships.
9. *Professional Attitude*: Consider his appreciation of the ethics of the recreation profession, his interest in the solicitation for the department, his discretion and judgment in discussing and carrying out departmental policies and his interest in professional advancement.
10. *Physical and Emotional Condition*: Consider his endurance, freedom from physical defects and ailments and from temperamental handicaps, and his appreciation of his own abilities and weaknesses.

*Cleveland*: A similar but somewhat simpler form is used on the school playgrounds in Cleveland. Each worker is rated twice by every supervisor during the ten weeks playground season and the scores are totaled at the end of the summer. In making the ratings supervisors are asked to keep in mind the actual playground personnel rather than the ideal individual. In other words, the person doing the rating selects for each of the items in the chart the playground worker who in his opinion deserves the highest score. This worker is given a rating of 10 and the person who is least satisfactory in the particular respect being rated, is given a rating of 0. In this way the relative standing of the individuals comprising the group is determined.

A copy of the Cleveland rating scale is found on the next page.

### LIMITATIONS OF RATING SYSTEMS

It should be pointed out that whereas the rating system, intelligently planned and wisely used, is a valuable means of evaluating the services of workers, there are situations where one particular quality in a worker is more important than a high general ranking. For example, in one city neighborhood conditions surrounding a playground were such that it was necessary to change men directors five times in six months. One highly technically trained man was nearly killed. Finally an ex-pugilist was employed and things ran smoothly on the playground. In this particular instance an effort to raise the standards and ideals of the new leader met with considerable success. On the other hand, it should be pointed out that conditions seldom justify the employment of this type of worker. Nevertheless, in assigning his workers, the wise executive will consider the requirements of the individual playgrounds and the nationality and type of neighborhood, as well as the general ranking of the leaders as indicated by their rating score.

### HELPFUL CRITICISM

Regardless of the method used for rating workers, it is only fair that their shortcomings should be pointed out to them either by the

## RATING CHART—CLEVELAND BOARD OF EDUCATION

Worker	Playground										
Date .....	0	1	2	3	4	5	6	7	8	9	10
<i>Physical Qualities</i>											
Health, Voice .....											
Energy .....											
<i>Character</i>											
Ideals, Patience .....											
Perseverance, Honesty ..											
<i>Leadership</i>											
Force, Tact, Self-Reliance											
Organizing Ability .....											
<i>Spirit and Morale</i>											
Enthusiasm, Loyalty ..											
Cheerfulness .....											
<i>Responsibility</i>											
Punctuality, Reliability ..											
Dependability .....											
<i>Initiative</i>											
Suggests New Ideas .....											
Introduces New Games .....											
Uses Materials on Hand .....											
<i>Thinking</i>											
Anticipates Needs .....											
Ease of Learning .....											
Ability to Follow Instructions .....											
Resourceful .....											
<i>Consideration of Others</i>											
Cooperates, Sympathetic .....											
Ability to Work with Others ..											
<i>Knowledge and Skills</i>											
Ability to Handle Children .....											
Technical Ability .....											
Develop Leadership .....											
<i>Social Attitude</i>											
Personal Appearance .....											
Ability to Meet People .....											
Uses Community Resources .....											

0—IS VERY POOR

10—IS VERY BEST

Underline subhead in which the worker shows superior qualities.

Circle subhead in which the worker shows very poor qualities.

Activities Observed

Rated by (Code)

supervisors or by the superintendent. Where this is done, workers are given an opportunity and incentive to correct their faults, and the resulting improvement in their work benefits both their standing and the service rendered by the playground. Where minor failures or shortcomings are observed, they may best be pointed out immediately by the supervisor observing them. On the other hand glaring failures on the job or serious breaches of conduct may be referred to the superintendent. Workers have reason to be resentful when supervisors at the time of their visits to the playground seem satisfied with the work being done, but who give the worker a low rating which he does not discover until he receives his rating score. In one city where workers were asked at the end of the summer playground season to comment on the work of the supervisors, the suggestion most frequently made was that supervisors should point out workers' faults when observed, rather than seemingly approve and then turn in a low rating. Especially in cities where reemployment or salary scale is dependent on the rating system, workers should be given full opportunity and assistance in raising their rating scores.

#### PROMOTION OF WORKERS

In some cities the rating system is used as the basis for granting salary increases or, in the case of part-time positions, for reappointment the following year. In one city, for example, where there is a large summer staff, the playground workers are divided into three groups of equal number according to their rating totals. The individuals in the top third are given preference in reemployment, in maximum salary, in placement on grounds and directorships. The middle group may have positions the following year on request, but persons in the lowest group are seldom reemployed.

It is a common practice in playground systems when vacancies occur to promote qualified workers within the system rather than to employ new personnel. Sometimes competitive examinations are confined to employees of lower grades. In addition to their records, often based on a rating system, seniority of service with the department is commonly considered in promoting workers. When vacancies are filled by promotions, when increases in salary are periodically given all satisfactory workers or are granted for unusually satisfactory service, there is an incentive to continue in the service or, in the case of summer playgrounds, to return the following summer. Such continuity of service is recognized as a great asset in operating a system of playgrounds because only in this way can the benefits of training and experience be fully utilized. The promotion of qualified workers to positions of greater responsibility is also an evidence that the training methods have brought results.

## CHAPTER IX

### JUNIOR LEADERSHIP ON THE PLAYGROUND

The development of leadership ability among children is an important by-product of successful playground operation. Play activities afford an excellent means of utilizing leadership, and playground workers should be alert to the opportunities presented them for encouraging its development. Many boys and girls have a desire to assume some responsibility, render some service or have some definite part in conducting the playground program. Their cooperation is enlisted and their interest stimulated by offering them a definite and purposeful job within the limits of their abilities.

Boys and girls secure valuable training and experience through performing duties, making decisions, exercising judgment and control and leading other children in activities on the playground. The child gains in confidence, skill, alertness and leadership through the performance of the tasks which he chooses or which are suggested to him. Children who serve as junior leaders are likely to feel increased pride and interest in the playground and a greater responsibility for its success.

Child leadership is being developed and practiced on every playground even though the worker may not be aware of it. Playground workers, therefore, have an unusual opportunity not only to stimulate leadership ability but also to direct it into proper channels and to instill in the children right attitudes and ideals in their relationships with others. It is also the worker's responsibility to assure leadership opportunities not only to the aggressive children but to those who need stimulation and encouragement. This is a difficult task and no prescribed method of accomplishing it can be indicated, but some suggestions for using junior leaders are presented in this chapter.

Few playgrounds have an adequate staff, and if a group of children can be enlisted as volunteer leaders part of the worker's time is freed for other service. Without such assistance the worker is unable to care for as large a number of children or to conduct as varied a program at the same time. Therefore the use of junior leaders not only tests the ingenuity of the worker in delegating responsibility and in multiplying his usefulness but makes possible a richer program reaching larger numbers of children. Children who otherwise might stop coming to the playground because it offered nothing to sustain

their interest may be held through the enlarged program. However, the purpose of the use of leadership is development of the individual child along social and character-building lines rather than a solution of an administrative problem.

### TYPES OF LEADERS

It is important at the beginning to understand that there are various types of child leaders. One group may be called the "natural" leaders. These are the boys and girls who, seemingly without effort or intent, set the pace for their play group; they seem to lead naturally and the other children follow their example. Playground directors rely a great deal on these "natural" leaders to help get their program started and to keep it going throughout the season. These leaders usually determine whether their gang is going to play on the playground or on the nearby streets, or whether they cooperate with the director or "make it hard" for him.

In addition there are the "ability" leaders—the boys and girls whom the other children admire and follow because of their superiority in some particular activities—the boy who is the best baseball catcher or the girl who is the best jackstones player. The "ability" and the "natural" leader in the same group may be the same person, but not necessarily so. The "ability" leaders can help the adult leader a great deal with his program, particularly in the activities in which they excel, but except in these activities they may not have the strong influence with the children which the "natural" leaders have.

Occasionally the director will find a child who exerts his leadership by tyrannizing the other children. The neighborhood or playground bully is the best example of this kind of leadership. Usually the children whom a boy or girl of this type tries to dominate are younger than himself. Very often this tyranny is the child's compensation for not getting along well with children his own age. This type of leadership is definitely undesirable and the director should discourage it whenever possible. In doing so, however, he should be careful not to antagonize the child but should discover, if possible, why the boy or girl attempts to establish his superiority in this way and help him eliminate his difficulty.

Another type of leader who may prove of great help to the director is the boy or girl over 15 years of age who does not participate actively in the playground program, except perhaps in one or two activities, but who is glad to officiate at games or undertake regularly some specific type of service. A boy or girl who has had experience in school or college dramatics, for example, may organize a drama group on the playground, or one who has managed a school paper may take responsibility for preparing a playground publication.

Under the general guidance of the director they are mature and reliable enough to assume complete charge of the particular activities to which they are assigned.

### ENLISTING AND USING BOYS AND GIRLS

There is a wide variety in the kinds of service rendered by junior leaders. The director first gives boys and girls an opportunity to do the simpler tasks and after observing their ability and reliability he determines to what extent they can be entrusted with larger responsibilities. Boys and girls are anxious to help the worker whom they like, and if he is wise and resourceful he will create many opportunities for service. Most service by junior leaders is rendered by individual boys and girls for brief, occasional periods, although the ones who are most willing and competent are likely to be called on more frequently, and for the duties which necessitate a greater degree of responsibility. As a rule this service is rendered by the boys and girls without any special organization, schedule or mark of recognition. On some playgrounds, however, much of it is given by members of organized junior groups such as a safety patrol or leaders' corps. Sometimes the principle of junior self-government is carried out on the playground through the election of officers who have responsibility for carrying on definite duties and functions.

### TYPES OF SERVICE RENDERED

As previously mentioned, the informal use of children to help with playground projects presents a variety of opportunities to the playground worker. If he has won the confidence and loyalty of the children, there is no lack of volunteers when errands are to be run or when game and handcraft materials are to be distributed or collected. When the leader is called to the shelter house, when an accident occurs or a disturbance at a distant part of the playground must be investigated, older children are enlisted to help the little ones in their sand box play, to keep an eye on certain apparatus or to lead young children in games or dances. This sort of junior volunteer service is believed by some leaders to conform more nearly to the spirit of the playground than the more formal type.

Examples of junior service rendered on playgrounds, by either informal or special groups, are:

Telling stories to younger children.

Helping in counting attendance.

Registering children coming to the playground.

Assisting with first aid or as junior nurses.

Collecting game materials before the playground closes.



- Marking off game courts.
- Guarding children in the wading pool.
- Making game materials and equipment.
- Assisting in preparing playground publicity.
- Helping clean up the playground.
- Raking sand in sand box and jumping pits.
- Setting up and taking down apparatus, nets and standards.

### ACTIVITY LEADERS

There is perhaps no form of junior service on the playground which is of greater value to both the children taking part and to the playground worker than the enlistment of boys and girls in helping conduct the various activities comprising the playground program. This also enables the playground service to be extended to a much larger number of children. It is advisable as far as possible to permit all children to share in the leadership of activities, and also to have a special group of leaders with unusual skill, personality or general ability who will be available for regular service.

The importance of developing capacities for leadership among playground children is recognized by many thoughtful recreation leaders. In the parks of Chicago, for example, an effort is made to accomplish this by having a certain percentage of the players on the athletic teams assume responsibility and by not permitting a coach to travel with his teams. V. K. Brown, Chief of the Recreation Division, reports: "In the manual craft work we have experimented for the past several years with what we call 'shop organization.' The better boys in our airplane clubs are sent out to other parks, or assume squad leadership responsibility in their own parks, gradually developing the ability to direct others, until they become essentially a supplementary staff of volunteer leaders aiding the single instructor in handcraft in carrying on his program. We have had such gratifying results in this, enabling our boys to perfect their ability to direct others to the point where they are going to other cities, getting the work inaugurated there, that we are convinced that we should give more and more attention to this aspect."

On some playgrounds children who have a special interest or ability in a particular activity such as story-telling, stunts, sand modeling, drama or some form of sport are encouraged to form a club, to arrange special activities or to train others in the activity. A considerable degree of self-government is often attained through turning over much of the responsibility for conducting athletic leagues in a particular sport to the captains and team managers.

### JUNIOR ORGANIZATIONS

Some playground workers believe that most satisfactory results in using children as junior leaders are secured when children are organized into special groups whose members assume responsibility for performing definite functions and duties on the playground. Others do not favor such junior organizations but believe that desired results may be better attained by the informal use of junior leaders. Because of the wide use of junior police, safety squads and other similar groups over a period of years, it is important to consider to what extent or under what conditions the organization of the leaders is advisable.

Among the values which are attributed to junior playground organizations are the following:

1. They facilitate the assignment of definite duties for a specific period, such as a week, month or season. Such an arrangement saves time and inconvenience on the part of the workers.
2. Boys and girls value and benefit by membership in a definite leadership group which receives special guidance from the paid leaders.
3. A considerable degree of self-government is made possible on the part of the group.
4. Better administrative results are likely to be gained from using a selected and trained group of junior leaders who come to feel a definite responsibility for the successful operation of the playground.
5. Recognition of membership in a junior group by means of a badge or insignia appeals to boys and girls.
6. Through group organization and interest the service becomes a part of the playground program rather than an occasional duty.
7. The organization provides an incentive for other children to render service and attain membership in it.
8. It calls the attention of the public to the leadership training afforded by the playground.
9. The cooperation of and training by public officials or organizations such as police, safety and health authorities and service clubs is more readily secured and more effectively given to a limited group.

Among the disadvantages which have been pointed out in the formal organization of junior leaders on the playground are:

1. The training and supervision of a special group requires more of the workers' time than is justifiable.
2. It is difficult to drop from a group boys or girls who have failed to perform their duty.
3. It tends to limit service opportunities to a selected few.
4. There is likelihood of overemphasis upon the badge or authority of the junior leader.
5. It is difficult to select and train leaders in time to make organization effective during the brief summer season.

6. The regular and continued duties are likely to interfere with the child's own participation in activities.
7. Membership may be used to bring pressure upon the child to perform duties which he no longer wishes to perform.
8. The use of a badge or insignia makes an objectionable distinction among the children.
9. A shy or retiring child is discouraged from rendering service where there is a formal junior organization.
10. It tends to standardization, whereas playgrounds are primarily for imaginative, spontaneous play.

It is obvious that the organization and supervision of a formal junior leader's group are not simple problems and that there are difficulties which need to be overcome if it is to work out to the advantage of the members of the group, the workers and the other children on the playground. The success or failure of any junior leadership scheme is dependent not only upon the judgment, skill and resourcefulness of the individual or persons who attempt to put it into effect but upon the wisdom of organizing such a group at a given playground. Experience in several cities has indicated that the junior organization offers possibilities of considerable usefulness, whereas under incompetent directors it may bring unfortunate results. Some suggestions for working out this problem are offered later in this chapter, following a brief description of three common types of junior leaders' groups.

### SAFETY PATROLS

Perhaps the type of junior organization most frequently found on playgrounds is the safety patrol. Evidence submitted by many playground workers indicates that the enlistment of children in a continuous safety campaign on the playgrounds has brought gratifying results. In many cities patrol members are appointed by the playground director, sometimes from the membership of a playground safety club or league. In one city the male leader on each playground selects the boys and the woman selects the girls. The size of the patrol varies but it often consists of from six to fifteen members. They often elect their own officers, such as a captain and lieutenant, to serve either for periods of a week or two or for the entire season. Members of the patrol are generally provided with a distinctive arm band, button or badge which is sometimes furnished by the local Safety Council or Bureau. In some cities no special patrols are organized but different children help in supervising use of apparatus and in other ways.

Among the chief duties of the safety patrol are the following:

1. To assist in the inspection of grounds and apparatus.
2. To caution children who do not obey the safety rules.

3. To instruct newcomers in the use of apparatus.
4. To assist in the care of game equipment and supplies.
5. To give special assistance and care to the small children.
6. To encourage children to obey all the rules for safety.
7. To assist the workers in administering first aid.

In addition, patrol leaders sometimes escort children across the streets bordering the playground and, in a few instances, regulate traffic. On occasion they may accompany small children from their homes to the playground and back. They are used as guards, ushers or guides at special events which attract large numbers of spectators.

Members of the safety patrol are generally required to become thoroughly familiar with rules for safety procedure and to pledge their obedience to them. In one city a Safety Federation composed of representatives from each playground meets weekly with the playground directors and the secretary of the Safety Council for instruction in first aid, safety methods and general problems. In several cities the patrol meets daily, and at that time assignments are made, new instructions given and safety problems discussed. Regular periods of duty are assigned each member; at least one is on duty each period and several during the crowded periods. Accurate records of the patrol members and their service, kept by playground directors or junior leaders, often provide a basis for determining at the end of the season the boys and girls who have earned an award for faithful service.

The difficulty many leaders have encountered with formal junior organizations is illustrated by the experience reported by the director of playgrounds in a large city where for two or three years safety patrols were organized on the playgrounds. "After a check-up with the directors and in talking with the members of the safety patrols we found that it was not functioning as we had anticipated. This may have been due to the personnel of our staff or to the interpretation of the individual members of the safety patrols. We found that the safety patrols had assumed many duties on the playground other than safety and were regarded as a 'tattling' group that were watching for an infringement of any kind of a rule. Another difficulty was that in order to get the right personnel on the patrols it was necessary to pick the outstanding boys or girls for this responsibility. You can very readily see with this leadership that the duties of the patrols were so broadened that safety became a case of the tail wagging the dog."

### JUNIOR POLICE

The desire to be a policeman which so many boys have is perhaps one reason that junior police organizations have proved popular on many playgrounds. Many authorities, however, believe that the

term "junior police," associated as it is with force and compulsion, is inconsistent with the conception of leadership as interpreted in terms of guidance, inspiration and constructive work. During the last few years there has been a noticeable tendency for junior leaders' groups to take the form of safety rather than police patrols. The objectives and duties of both groups are quite similar except that the major emphasis in the case of the police is likely to be upon maintaining order and respect for persons and property, whereas the safety patrol is primarily concerned with safety on the playground. In most cities boys alone are enrolled as police, although in St. Paul there was established on each playground a junior police organization consisting of a patrol of seven boys and six girls responsible for sanitation, equipment, safety and gardening. In most respects the methods of organizing and conducting junior police are similar to those mentioned in discussing the safety patrol. It is probable that in most communities the latter type of organization is more likely to prove satisfactory.

### JUNIOR OFFICIALS' CLUBS

Junior officials' clubs with membership restricted to boys or girls who pass qualifying tests are sometimes formed to officiate at games on the playground. In one city where there are three grades of junior leaders, children may be promoted from one to another. As a part of their leadership training they are allowed to attend some of the staff meetings. The city-wide supervisor holds group meetings for the leaders on the individual playgrounds.

In Jacksonville, Florida, volunteer service on the playgrounds is encouraged by the awarding of a play leader's emblem. In addition to being permitted to wear the official emblem and uniform, a volunteer leader who meets the requirements may serve as a paid substitute for the regular worker. This plan is designed especially for the older boys and girls and provides a form of apprenticeship which is useful in the training of future workers. The requirements are as follows:

1. Fifty hours of volunteer leadership in one year.
2. Creditable participation in five of the following major playground events (maximum number of each indicated)—3 athletic, 1 handcraft, 1 musical, 1 dramatic, 1 social and 1 hike.
3. Attendance at a play leaders' institute.
4. Care of equipment for one week, checking it in and out daily.
5. Editorship of thirty lines of newspaper publicity and its acceptance for publication.
6. Service as an official in a city-wide field day or other city-wide event.

## PRINCIPLES IN USING JUNIOR LEADERS

The following suggestions, based on experience in many cities, are presented as guides in securing the benefits and avoiding the difficulties attendant upon using boys and girls for leadership and service on the playground.

1. Junior service should be voluntary. Children come to the playground for the joy of taking part in pleasurable activities and of playing with others. No effort should be made to force them to perform duties; to do so may drive them from the playground. Service is presented by the wise leader as an "opportunity."

2. Junior leadership should not involve too much of a child's time. Service opportunities should be so divided as not to make them onerous or exacting to any single boy or girl. The playground is essentially to provide active participation. It is possible, however, to combine play activity and service, as in the case of the preparation of a playground newspaper. The director who discovers a teen-age girl who handles a group of younger children capably is tempted to take it for granted that whenever this girl is on the playground she will tell stories to the little children or play games or dance with them. As a result the girl may be deprived of the opportunity she needs of playing with children her own age and, what is more serious, may be acquiring a false sense of her own importance. Sometimes, however, as pointed out early in this chapter, a boy or girl older than the groups using the playground may be given considerable responsibility for carrying out a definite part of the playground program.

3. Emphasis should be primarily upon leadership and character training rather than merely relieving the worker of certain tasks. Children should be asked to serve only where the value and purpose of the duty are clear to them. Besides being meaningful, service should be largely interesting and should appeal to the children. It should be restricted to the playground except on rare occasions.

4. Opportunity for leadership service should be made available to many children. Even where there is a definite junior organization, such as police, leaders' or safety corps, many additional children should be enlisted for special types of service. Otherwise the children who would benefit most from leadership opportunities are likely to be neglected. All who desire to serve should be given a chance in some way suited to their capacity.

5. A badge, ribbon or other evidence of junior leadership is sometimes advisable. It identifies the leaders, induces the performance of duty and provides an incentive to membership in the organization or to giving playground service. The insignia should represent genuine service or achievement on the part of the child wearing it. Care should be taken that it does not become an excuse for "bossing" the

other children or a means of exaggerating a child's notion of his importance. Many workers believe that to provide uniforms for junior leaders, as is done in a few cities, is unwise and extravagant.

6. Membership in a junior organization should be for a limited but definite period. Under such an arrangement children are not so likely to grow tired of their job, there is an incentive to "make good" and opportunities for using more children are increased. Under some conditions reappointment may be advisable.

7. It is important that junior leaders be made familiar with their duties. They should know what is to be done and how they should do it. Often little special instruction is needed, or it may be given in the course of the regular playground program, but sometimes, especially with junior organizations, regular meetings are held for training and to discuss special problems. On the other hand, resourcefulness and initiative should not be stifled by too close restriction or supervision of the junior leader.

8. Junior leaders should be given responsibility but only limited authority. The right to enforce rules and regulations and to apply disciplinary measures should be limited to the paid workers.

9. As a rule, children under 10 years of age should not be enlisted regularly as leaders. Generally children 12 years of age or older are best qualified for such service. One worker of long experience believes that best results are secured in activities leadership when there is a difference of four or five years between the leaders and the group. Children should not be given more responsibility than they may be reasonably expected to handle.

10. Junior leaders benefit most when they are given a share in thinking, deciding, planning and carrying out projects. Leadership should not be taken away from them when they fail, if such action can be avoided. They should be made to feel the joy of success and the responsibility and regret of failure.

11. Formal leaders' groups should not be organized until the director is well acquainted with the children on the playground. Otherwise the unwise selection of junior leaders may result in difficult problems. It is easier to have an organization on a year-round playground than on one which is open only during the summer because unless the summer director is already known to the children he is not in a position to select the best leaders until the season is well under way.

12. Directors need to keep a close check on the junior leaders in order to be certain that duties are performed and that the activities are being carried on satisfactorily. Constant watchfulness and guidance are necessary. If the director should turn over the responsibility for a dancing class to an older girl and not keep in touch with it, she might find at the end of the season that the children were scheduled

to present a program in Broadway-inspired costumes which would not meet the approval of the children's parents nor of the playground officials. To interfere when a program is all "set" is disastrous. But it is a simple matter to suggest that the group choose suitable costumes if the director discusses the designs with the children before they start working on them.

The relationship between the use of junior leaders and the ability to conduct a varied playground program is suggested by the replies of the playground leaders in a western city to two questions asked by the local superintendent of recreation. At the close of the summer playground season he asked his workers several questions, two of which were: (1) "To what extent can child leadership be used for carrying on activities?" and (2) "How many activities can one director have going on at one time?" In reporting on the answers to the first question the superintendent wrote, "Most directors said 'not much' showing lack of understanding of their proper function as organizers." Commenting on the replies to the second question, he stated, "Most directors answered 'one or two' showing lack of organizing ideas." Without doubt the limited activity program carried on by this group of playground workers reflected their failure to make use of junior leaders. Experience has shown that where the cooperation of children has been enlisted it has been possible to provide a varied program of activities serving several groups at the same time. Specific suggestions as to ways of utilizing junior leaders are given in Chapter XV.

### THE JUNIOR TOWN

In several communities self-government on the playground has been developed through the setting up, either on the individual playgrounds or on a city-wide basis, of junior towns or cities. Although it is organized primarily as a children's play project, it does involve a certain degree of junior service and leadership. Elections are held—sometimes following primary campaigns—and many features of the playground program are administered by the young officials. The essential features of such an organization are mentioned in the following statement describing the plan as carried out in a West Virginia city.

"This past summer we made each of our neighborhood playgrounds a sort of self-governing junior town. The enrollment on the several grounds varied from 300 to 800. Every youngster was a voter. Primary elections were held. Opposing tickets automatically appeared, and in most cases, chivalry notwithstanding, there were contests between boy and girl candidates. At the final elections each playground chose a council of nine members and selected two representatives to the playground legislature. The playground leaders employed



by the city, served as city managers, thus varying a bit from the 'grown-up' plan, for obvious reasons. Then followed the appointment of the usual officials—clerk, treasurer, police chief, judge, health officer, city engineer, recreation director, and so on, with such variations as local council determined.

"It worked. Rivalry was keen, but good sportsmanship prevailed. One councilmanic candidate campaigned against himself in order to qualify for police chief. One newly appointed engineer produced plans for improving his playground, and with his assistants did an excellent piece of work. Health officers appointed sanitary inspectors who soon made soap and water popular. Nurses with first-aid kits healed bruises and scratches. Problems of discipline handled themselves; for, as in real life, a 'roughneck' may often be turned into a good policeman."<sup>1</sup>

Such a feature needs to be planned and administered with care in order that there may be a wise balance of authority between the junior officials and the paid workers, that ill-feeling resulting from the elections may be avoided and that the officials will perform their duties in the right spirit. In one city the self-government idea was developed as a definite playground project or activity to give the children instruction in what constitutes good citizenship. A bulletin which was issued to all playground workers contained not only detailed instructions for conducting the playground and city-wide elections but also much information concerning forms of government, especially applying to the home state and city. This was intended for use in discussing questions of good citizenship with the playground children.

### THE CHILDREN'S VILLAGE

An outstanding example of self-government is The Village, "an experiment in educational play" which has been carried on for several years by the Smith Memorial Playgrounds in Philadelphia. One Village lies in a remodelled Meeting House and it consists of many homes, several stores, meat market, dairy and ice cream parlor, hospital, bank, post office, laundry and other features, each operated by a staff of children. A Village paper is published, safety patrols arrest offenders who are later tried before the court, the employment bureau finds jobs for newly-arrived citizens, the council passes laws and many other functions of a grown-up community are performed by the children. The Village is conducted only during the school year as it was not found expedient to continue it during the vacation. This experiment which has demonstrated its value on the Smith Memorial Playgrounds is primarily a playground activity or project and the children "are actuated solely by pleasure and interest." It requires intelli-

<sup>1</sup> H. G. Otis. "Cultivate the Coming Crop." *The American City*, December, 1923.

gent leadership on the part of the workers and is only indirectly a junior leader training project. It is probable that it would succeed only when carried out in suitable quarters over a considerable period with ample leadership and a limited turn-over in the children attending. It is not a project which is likely to work out successfully on the summer playground.

## CHAPTER X

### VOLUNTEERS ON THE PLAYGROUND

Volunteer leadership played a very important part in the early days of the playground movement in the United States. As the service became increasingly recognized as a municipal responsibility and workers were regularly employed on the playgrounds, the volunteer either disappeared entirely in many cities or was used on rare occasions only, although in a few cities volunteers continued to render valuable service. With the decrease in municipal playground budgets during 1932 and 1933 and the corresponding reduction in the number of paid workers at the same time that the need for additional service was increasing, the volunteer again became an important factor in playground operation in many cities. Later when large numbers of leaders were made available through the use of CWA, ERA and WPA funds, they tended to replace the volunteers in many cities. However, the volunteer will continue to have an important, and perhaps an increasingly important place on the playground. Appropriations will never be ample to provide all the leadership that is desirable, especially as the age range of the groups to be served is on the increase. Furthermore, because people have a greater amount of free time, there will be more opportunity to enlist as volunteer leaders persons with various kinds of skills and abilities, thereby enriching the playground program. It is important, therefore, that playground workers understand the possibilities, methods, values and limitations of using volunteer leaders.

Among the chief values of volunteer service are:

1. It makes possible the operation of a greater number of playgrounds, or the same number for a longer period.
2. It enables a more varied program to be offered, more adequate playground administration and service to a larger number of people.
3. In providing for the training of a corps of leaders it makes for continuity under changing paid leadership and playground conditions.
4. It is a form of life insurance in times of budget distress.
5. During a period of unemployment it affords wholesome channels for activity, interest and service to qualified persons who are unemployed.
6. Persons who have served as volunteers become friends and supporters of the playgrounds.

## WAYS OF USING VOLUNTEERS

In general, volunteers are used either to give a specific kind of special service at a particular occasion or to give regular and repeated service over a definite period. The former type of service, such as acting as a judge at a pet show or helping prepare posters for a playground circus, has been fairly common. There have been comparatively few cities, however, where until the "depression" persons gave regular daily service as play leaders without pay. In 1932, and increasingly in 1933, more people were recruited for such service.

The following are a few of the uses made of volunteers on the playground:

- Serve as a play leader or assistant director.
- Help with the small children's play.
- Lead and teach games.
- Help organize leagues in baseball, volley ball and other games.
- Act as officials at league games, track meets and special events.
- Tell stories.
- Lead community sings or play the piano for them.
- Act as life guards and swimming instructors at pool.
- Teach gardening.
- Conduct classes or projects in handcrafts.
- Take groups of children on hikes or for picnics.
- Take tickets or serve as ushers at special playground programs.
- Serve as substitute leader during lunch or dinner hour.
- Direct and produce plays and pageants.
- Organize music groups.
- Help in planning and conducting a playground circus.
- Conduct nature study hikes or trips.
- Design and paint scenery and make costumes.
- Help children make games and play materials.
- Guard coasting and skating places.
- Lay out and maintain game courts and facilities.
- Serve on committees responsible for definite parts of the program.

## SOURCES OF VOLUNTEER LEADERSHIP

Every playground worker who is well acquainted with the neighborhood in which he works knows individuals who might be enlisted as volunteers. There are certain groups and sources to which an executive may turn to secure competent and interested leaders. Some of the following are available only during the summer but many can be called on throughout the year:

- College undergraduates who are without summer positions.
- Former playground workers.

Older Boy Scouts, Girl Scouts, Camp Fire Girls and Junior League members.

Individuals who have passed the Red Cross life saving tests (for volunteer service at beaches and swimming pools).

Members of local branches of the Story-Telling League.

Individuals with special hobbies, such as crafts, music, drama, and nature.

Teachers, particularly special teachers of physical education, drama, art, nature study, vocational training.

Members of athletic clubs and enthusiasts in athletic sports. (There may be tennis players, for example, who will be glad to give instruction.)

Parents of playground children.

Unemployed individuals who may be used either in play leadership or on construction and maintenance.

In one city, for example, the Parent Teacher Council took charge of assigning its members as volunteers for definite hours and definite pieces of work on the playground, and for providing substitutes when regular volunteers could not serve. In several cities experienced workers who, due to budget cuts lost their positions, have given regular service as leaders. Several grounds in one city were conducted by a Recreation Council; each agency represented assumed responsibility for training and furnishing leadership for one ground. In one city each member of the Park and Recreation Commission personally took charge of a playground, using as assistants people receiving aid from the local relief body. In another city where funds were inadequate, a general citizens' committee was organized, one subcommittee of which was in charge of securing volunteers. Two hundred and twenty-five were enlisted from the ranks of former playground leaders out of employment, members of women's clubs, school teachers, nurses and others.

A few examples of special kinds of service indicate the wide range of volunteer activity which the resourceful leader can utilize. In one city a young artist who became interested in a pageant at the playground pool designed and painted the sets used in the production. A photographer loaned the lights which added greatly to its effectiveness. In another city a noted sculptor served as judge in a snow modeling contest. A series of inter-playground baseball games was made possible in one city because a man employed part time volunteered to accompany the teams when they played away from their own playground. A teacher of art in the public schools assisted a group of children in preparing posters for the playground bulletin board throughout the summer. The volunteer firemen conducted the marble tournament in one city; in another the story-tellers league sponsored a city-wide story-telling contest.

## SOME ESSENTIALS TO SUCCESSFUL VOLUNTEER SERVICE

There are fewer problems in the use of volunteers for specific duties or on special occasions than when persons are enrolled for regular, continued service as play leaders or assistants. In the case of the former, little special preparation is usually required, the service is given on only one or a few occasions, the duties are specific and the objectives clear and attainable. Furthermore, the persons are selected because of some special ability. For example, a well-known baseball player is asked to umpire a championship baseball game, a nature enthusiast to take a playground group on a nature hike or an experienced actor to help in the production of a play. In all such instances specific written instructions should be given the volunteer covering such items as time, place, number of children involved, length of period to be covered by the project, objectives to be attained. As a rule, a paid worker should be present whenever a playground group is under the guidance of a volunteer.

Even though the use of volunteers has been most successful when limited to specific projects, experience has shown that people may also give satisfactory service as volunteer play leaders if certain rules and principles are followed. Perhaps the most important is that as a general rule volunteers are likely to be effective and valuable only if there is at each playground or activity center at least one trained, experienced, paid director. The requiring of regular reports has proved helpful, and they also provide an official record of the individual's service. Whenever possible, volunteers should be enlisted only when they have a natural skill or hobby, or some special training or experience in recreation or related fields which will help them in leading playground groups. A sound rule to follow is that no definite arrangements for the regular use of volunteer play leaders shall be made by a playground director except with the approval of the superintendent or supervisor.

A short intensive institute to inform volunteers as to playground methods and problems and to give them an understanding of the work expected of them has proved exceedingly valuable. One worker of long experience who used many volunteers with success during a summer season stated that the following year he would arrange several sessions with such workers to point out the difficulties and to better prepare them for their jobs. Volunteers should be selected with the same care as paid workers and each one should be utilized where he can render the best service. All volunteer assistants who are to render regular service should secure their assignments from the department office before beginning work on any playground. Volunteers should be encouraged to attend staff meetings in order that they may acquire added skills and gain a better understanding of the entire playground

program. In the last analysis the attitude and effectiveness of the volunteer workers are likely to depend primarily upon the resourcefulness and attitude of the playground executive.

### PLAYGROUND SPONSORS

The Department of Recreation, Houston, Texas, has carried on for several years a plan of playground sponsorship through which influential citizens interested in playgrounds, in some cases members of the Recreation Board, have acted as sponsors for the playgrounds, one sponsor serving for each ground. The following suggestions have been issued for each sponsor in the form of a bulletin:

1. Visit your playground at least once a month—unasked.
2. Attend special events of your playground to which you will be invited—awarding certificates or getting someone else to do so, if the playground director requests it.
3. Interest others by taking them with you to visit the playgrounds.
4. Help the director in finding and enlisting the service of volunteers who will assist with handcraft, music, athletics, club work, dramatics, debating, nature study.
5. Report on needs of your playground as you see them.
6. Work for improvements in facilities that seem to you necessary.
7. Make helpful suggestions or criticisms that seem to you important.
8. Boost your playground.
9. Encourage the director—she meets with many discouragements and a friend on the board or committee will mean much to her.
10. Render any other service that acquaintance with your playground may indicate.

Much valuable volunteer service is rendered each year in the many cities which have playground councils, clubs or committees organized around the individual playgrounds and sometimes on a city-wide basis. A discussion of these organizations will be found in Chapter XXIII. In Glendale, California, a Volunteer Service League was formed, the purposes of which were stated as follows:

1. To organize those who enjoy participation or leadership in recreational activities and who are willing to serve the community with their talent and available time.
2. To encourage the organization of hobby and special interest clubs such as drama clubs, ukulele choruses, harmonica bands, Lindy clubs, art clubs, athletic clubs, hiking clubs, travel clubs, etc.
3. To encourage universal participation in wholesome recreational activities.

Membership in the Volunteer Service League entitled the holder to special considerations such as free tuition in certain training classes,

opportunities for gaining experience and valuable personal acquaintances. A minimum of fifteen hours' service during the season was required of all members taking leadership training courses. The following form was used in applying for membership in the League:

Realizing the purposes, advantages and requirements of the Volunteer Service League, and desiring to have a part in the growing recreation program of Glendale, I, ....., hereby apply for membership.

My address is. ....



## ACTIVITIES AND PROGRAMS



## CHAPTER XI

### PLAYGROUND ACTIVITIES

Activities are the magnet which attracts people to the playground whether to participate or to watch others play. In this respect the playground is very different from the landscape park where quiet should prevail and where people seek rest rather than action. Because most people attend the playground for activity of one sort or another, it is important to know the types of play activity which appeal to children, youth and adults. The extent to which a playground program provides them to a large degree influences its popularity. The facilities and areas which were discussed in a previous section are of value only as they make activities possible.

Before a person can intelligently plan a playground program he must have a knowledge of the great variety of activities which are suitable for use on the playground. He must also know how these activities can be organized and made to fit into the playground program. Therefore, before discussing methods or principles of program planning consideration will be given to the activities around which programs are built.

The types of activity which can be carried on successfully on the playground are limitless. The leader who is resourceful can adapt old forms of play and devise new ones. The following lists of activities and features are not intended to be all-inclusive but they comprise a majority of those which are most popular and widely used. Some of the activities listed require so much space that they can be carried on only on large playgrounds; others are possible only where there is a well-equipped playground building; a few are activities which are engaged in by playground groups away from the playground. These lists should be helpful in that they outline the possibilities in the play program and call attention to activities which otherwise might be overlooked.

#### CLASSIFICATIONS OF ACTIVITIES

There are various ways of classifying playground activities, such as by types, by seasons, by ages, by sex, by space, by numbers taking part, by place (whether indoors or out-of-doors), by skill required, by time involved, by cost and by method of organization. Some of these forms of classification will be only mentioned or discussed briefly but

others will be used as a basis for listing the activities more or less commonly included in playground programs.

### BY TYPES

In classifying playground activities according to type, it is possible to group most of them under a few well known headings, such as active games and sports, social activities, arts and crafts, music, dancing, drama, and nature and outing activities. The activities comprising each of these groups have certain fundamental characteristics in common and in most cases they center around a particular interest. Some activities may be classified under more than one of these headings. An understanding of the various groups and of the particular activities which comprise each is essential to the building of a playground program which will have a strong and wide appeal.

*Active Games and Sports:* The countless active games which have been devised for children, young people and adults bulk large in this group. They have been frequently listed, classified and described so only a few are included in the following list. Athletics, gymnastics and sports also have a major place under this heading. The many forms of dancing might be classified here but they are listed elsewhere. A partial list follows:

#### *Running and Hunting Games*

Bull in the ring  
Cat and mouse  
Club snatch  
Fox and geese  
Hide and seek  
Hill dill  
Poison  
Prisoner's base  
Tag games  
Three deep

Hand tennis  
Hopscotch  
Horseshoes  
Indoor bowling  
Marbles  
Paddle tennis  
Quoits  
Ring tennis  
Roque  
Shuffleboard  
Table tennis  
Tennis  
Tether ball

#### *Individual Games*

Badminton  
Boccie  
Bowling-on-the-green  
Box hockey  
Clock golf  
Croquet  
Curling  
Golf croquet  
Handball

#### *Gymnastics and Stunts*

Apparatus work  
Calisthenics  
Cartwheel  
Crab walk  
Pyramids  
Rope jumping  
Through the stick  
Tumbling

*Group or Team Games*

Baseball  
Basketball  
Batball  
Bicycle polo  
Cage ball  
Captain ball  
Cricket  
Dodge ball  
End ball  
Field ball  
Field hockey  
Hit pin baseball  
Ice hockey  
Kickball  
Lacrosse  
Longball  
Net ball  
Newcomb  
Nine court basketball  
Schlag ball  
Shinny  
Soccer  
Soccer baseball  
Softball  
Speedball

Touch football  
Volley ball

*Relay Races*

Centipede relay  
In-and-out relay  
Potato race relay  
Shuttle relays  
Skin the snake

*Sports*

Archery  
Bicycle riding  
Boating  
Boxing  
Coasting  
Field events  
Fly casting  
Hiking  
Ice skating  
Life saving  
Roller skating  
Skiing  
Swimming  
Tobogganing  
Track events  
Wrestling

*Social Activities:* This classification relates especially to those activities which people engage in together in which the social interest is uppermost. These activities play an important part in programs which are intended to provide wholesome associations for young people and adults of both sexes. The atmosphere of geniality and relaxation which social activities engender helps develop a spirit of comradeship and neighborliness. The social interest plays an important but secondary part in many of the music, drama, craft and nature activities.

A few of the widely used social activities are listed here. Many of them are indoor activities and are possible only where there is a recreation building on the playground; others may be engaged in by playground groups only on trips away from the playground.

Banquets  
Barbecues  
Basket suppers  
Beach parties  
Candy pulls

Card games  
Bridge  
Hearts  
Pig  
Pinochle  
Pit

Clam bakes	Pencil and paper games
Community social evenings	Pot-luck suppers
Corn roasts	Quiet games
Fun nights	Anagrams
Get-acquainted stunts	Backgammon
Grand march	Camelot
Old home week	Carroms
Parties	Checkers
Backwards	Chess
Barn warming	Crokinole
Birthday	Dominoes
Block	Monopoly
College	Parchesi
Costume	Salvo
Hard times	Tiddley-winks
Holiday	Social dancing
Christmas	Social games
Hallowe'en	Buzz
New Year's	Crambo
St. Patrick's	Going to Jerusalem
Twelfth night	I Have a Face
Valentine	Murder
Washington's birthday	Straw rides
Progressive contest	Treasure hunts
Progressive game	Wiener roasts
Radio mystery	
Tacky	

*Arts and Crafts:* These activities offer an outlet for persons who seek an opportunity for creative expression, who are mechanically or artistically inclined or who desire a change from mental occupations. Many children and adults who do not enjoy or excel in other activities find great satisfaction in making things with their hands. Because arts and crafts take a wide variety of forms which appeal to persons of all ages, occupations and interests, they receive much consideration in playground programs.

The following are only a few typical examples of arts and crafts activities, suggesting the various materials which are widely used for constructive recreational activity. The variety of objects which can be made is limitless.

Basketry	Cardboard construction
Bead work	Carving—soap, wood
Book binding	Cellophane craft
Cabinet making	Cement craft

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Cookery	Needlework
Costume design	Painting
Crayonxing	Paper craft
Drawing	Paper folding and cutting
Dyeing and coloring	Poster making
Embossing	Pottery
Embroidery	Printing
Etching	Reed and raffia
Home decoration	Sand craft
Jewelry making	Sculpture
Knitting	Sewing
Leather craft	Sketching
Making scrapbooks	Snow modeling
Metal work	Stage craft
Millinery	Toy making
Modeling	Weaving
Model making	Woodworking

Many special occasions can be created for promoting an interest in arts and crafts activities on the playground. Among them are hobby shows, fairs, handcraft exhibits and contests involving the use of objects made by the participants, such as model boat, model airplane, kite flying or pushmobile contests.

*Music:* Music is a means of expression found in all ages and among all people. Music exerts a strong influence upon the human emotions and makes a valued contribution to many other forms of activity on the playground, notably dancing and dramatics. Music activities appeal not only to the individuals who take part in them but performances in which they are featured are widely popular. For this reason music in various forms plays an important part in playground demonstrations, pageants and festivals.

The following are some of the music activities which are most commonly included in playground programs:

#### *Vocal*

Action songs  
Christmas caroling  
Community singing  
Informal singing groups  
Quartets (barber shop)  
Singing games  
Whistling groups

#### *Instrumental*

Cigar box fiddlers  
Harmonica bands  
Kazoo bands  
Ocarina choirs  
Rhythm bands  
Ukulele orchestras  
Making musical instruments  
Victrola concerts

Desirable activities which may be carried on when trained leadership and suitable facilities are available are listed below. They are

rarely found on playgrounds open only for a few weeks during the summer.

### *Vocal*

A capella choirs  
Choruses  
Glee clubs

Mandolin and guitar groups  
Orchestras  
Saxophone quartets  
String quartets or ensembles  
Symphony orchestras

### *Instrumental*

Bands  
Bugle corps  
Fife and drum corps

### *Miscellaneous*

Composing music  
Music appreciation courses  
Radio concerts

*Dancing:* Dancing in one or more forms is found in practically all playground programs. Although it is suggested as a distinctive type of activity, it is frequently used in combination with others, such as music and drama. Some forms of dancing have a strong social interest. The following are the forms most commonly used on the playground:

Folk dancing  
Social dancing  
Square dancing

Others which require specially trained leadership and which are seldom found on playgrounds open only during the summer months are:

Ballet  
Classic  
Clog  
Gymnastic

Eurhythmics  
Interpretive  
Natural  
Tap

*Dramatics:* The universal tendency of children to imitate what they see or hear indicates the fundamental importance of the dramatic interest. The little girl who dresses up in her mother's clothes and tends the doll baby or the boy who dons a cowboy suit and chases Indians, is giving expression to it. Through drama the child enters the land of make-believe and the adult more fully expresses himself while playing the part of another. The playground affords many channels for the development of dramatic activities. Many children's games have a strong dramatic interest which is also present in some of the music activities.

Some of the dramatic activities in playground programs are:

Charades  
Circuses  
Doll fashion shows

Dramatic stunts  
Festivals  
Marionettes



Masquerades	Play tournaments
Mimetic exercises	Punch and Judy shows
Minstrel shows	Puppetry
Mock trials	Shadow shows
Movie making	Song impersonations
Movie shows	Story dramatization
One-act plays	Story plays
Pageants	Story-telling
Pantomime	Three-act plays
Peep shows	Vaudeville acts
Play reading	

*Nature and Outing Activities:* Although they receive less consideration in many playground programs than do some of the other interests, nature and outing activities are of primary importance. One of the earliest interests to show itself in the child is a desire to explore his environment. Through nature and outing activities children, and adults too, gain a knowledge of the world about them which adds greatly to their interest in and understanding of their physical, social and economic environment.

A few of these many activities are:

Caring for pets	Nature games
Day camping	Nature hikes
Excursions or trips to	Nature museum
Art galleries	Nature study, collection and
Industrial plants	identification
Museums	Animals
Parks	Birds
Places of historic interest	Insects
Places of scenic interest	Minerals
Public buildings	Trees
Fishing	Water life
Gardening	Playground zoo or aquarium
Flower	Sand play
Miniature	Snow tracking
Vegetable	Wading
Microscope study	

*Other Types:* Among the great variety of activities which have been introduced into playground programs there are a number which have not yet been considered. They may be classified roughly as linguistic, collecting and service activities.

*Linguistic:* Under linguistic activities, which are closely related to the dramatic interest, are grouped those which rely primarily upon language or speech for their expression. Many of them involve the interchange of ideas through speech and therefore may also be classified as social. These activities are comparatively unimportant on the

outdoor playground, but they are more prominent in the indoor program, especially during the winter months.

Among the linguistic activities found on playgrounds are:

Book clubs	Radio programs
Discussion clubs	Reading
Forums	Reading aloud
Lectures	Spelling bees
Listening to radio	Study groups
Poetry groups	Story-telling
Public speaking	

*Collecting:* The widespread interest in making collections of various articles is served by many playgrounds, especially where indoor facilities are available. Clubs for collecting stamps, coins and other articles are found on many playgrounds. An important feature of the nature program is the making of collections of mosses, minerals, flowers, insects, leaves, shells, and nests and, where possible, the development of a playground museum.

*Service:* Many people find real enjoyment in associating with others in some form of civic activity and the playground offers many opportunities for such service. Children serve as members of a junior leaders corps or safety squad or help in teaching games or in directing other activities. Adults render service on playground committees, as volunteer play leaders, judges at special events, coaches of playground teams, officials at league games or instructors of special activities. Children and adults can also help in playground beautification campaigns and in extending playground programs to shut-ins, hospitals and other institutions.

### THE RELATION OF AGE TO PLAYGROUND ACTIVITIES

Everyone knows that interest in specific play activities varies with and is directly influenced by age. At three, a boy plays with a large rubber ball; at ten he enjoys a game of one o' cat; at eighteen highly organized team games such as baseball or basketball have a strong appeal, whereas at thirty, golf or tennis is likely to replace the earlier activities. Much observation and study have been given to children's play activities and thoughtful observers have classified the stages of play behavior and noted their characteristics. In some respects their observations agree, but there are differences in opinion as to the number and extent of the play stages or periods. Most observers, however, recognize changes at about six years, when children usually enter school, and at about twelve years when puberty occurs. These are two important ages at which marked mental and physical changes occur which definitely influence play activity.

An age classification which is perhaps as satisfactory as any other, which is easily remembered and which conforms closely to modern educational practice, is that under which play stages are divided into periods of three-year duration. The following chart illustrates these stages or periods. This classification corresponds closely to that suggested by the late George E. Johnson who made a detailed study of children's play activities.<sup>1</sup> A majority of the children who attend public playgrounds are in the periods classified as childhood and early adolescence.

Periods of Life	Baby-hood	Early Child-hood	Childhood		Early Adolescence	Later Adolescence	Maturity
Ages ..	0-1-2	3-4-5	6-7-8	9-10-11	12-13-14	15-16-17	18 and over
Stages in School	(Home)	Nursery and Kindergarten	Elementary		Junior High	Senior High	College

In spite of the differences in age classifications, authorities agree that there are play interests and needs which are characteristic of the various age periods. In order to plan a play program intelligently, a playground leader must be familiar with these characteristic interests and needs and know how to provide for them on the playground. Valuable suggestions will be found in the following summary of the observations by Professor Johnson and others relating to the characteristics and activities at various age periods.

#### Period I—Babyhood (ages up to 3 years)

Opportunity for natural play such as grasping, kicking, climbing, walking and talking is most important. Toys of this period should be large, simple and durable, and capable of being built up and put together. Sand play, finger plays, mother plays, play with dolls, linen picture books and toys appeal.

#### Period II—Early Childhood (ages 3 to 6)

The child begins to play more with other children. Play becomes more motivated and construction more purposeful. Wagons, velocipedes, slides, swings, toy furniture, sand box and toys, play house and kindergarten materials have a strong appeal. Among the favorite activities are:

Free play activities—running, climbing, jumping.

Dramatic play—keeping house or store, playing fireman.

<sup>1</sup> See George E. Johnson. *Education by Plays and Games*. New York: Ginn and Company. 1907.

Constructive play—building with blocks, playing in sand, cutting and pasting.

Simple games—singing and circle games, tag, hide and seek.

Music—singing, rhythm bands.

Story interest and collecting objects.

### Period III—Childhood (ages 6 to 9)

Interest in competition awakens, and activities providing for the development of many motor skills become important. Many of the earlier activities continue to appeal but new ones are added. This and the following period are known as the “Big Injun” age of self-assertion.

Dramatic plays—cowboys and Indians, playing school, doll play.  
Constructive play—building huts, kites, sandcraft, sewing, clay modeling.

Hunting and chasing games—cat and mouse, follow the leader, bull in the ring, run, sheep, run.

Individual games of skill—marbles, jackstones, jumping rope, hopscotch, puzzles.

Games involving reading and numbers—dominoes, toy money, anagrams.

Nature activities—collecting, gardening, care of pets.

Seasonal activities—wading, skating, swimming, coasting, holiday parties.

Rhythmic activities—singing games, rhythm bands, folk dances.

### Period IV—Childhood (ages 9 to 12)

The element of cooperation in games begins to develop although play is still primarily individualistic. This is the period for acquiring manual and motor skills. Interest in group activity and in secret clubs and societies appears. “Big Injun” characteristics continue to assert themselves. Differences in interest between girls and boys develop near end of this period. Strenuous formal games tend to replace earlier free play activities.

Activities which characterize this period are:

Apparatus play—rings, ladders, stride, bars.

Hunting, chasing and team games—prisoner’s base, three deep, dodge ball, long ball, relay races, captain ball, one o’ cat.

Constructive activities—making and using boats, kites, lanterns, bird houses, pushmobiles, weaving, basketry.

Athletic activities—badge tests, wrestling, stunts, boxing.

Nature activities—pets, making collections, gardening, camping.

Rhythmic activities—learning to play musical instruments, sings, listening to good music, folk dances.

Quiet games—parchesi, checkers, jackstones, crokinole.

Reading.

### Period V—Early Adolescence (ages 12 to 15)

This period of most rapid bodily growth is a time of awkwardness, laziness, and emotional instability. Competitive games and cooperative activity gain places of major interest. It is often called the "gang age" since the tendency to "belong" becomes strong. Boys and girls tend to "part company" during this period, though both engage in many of the same activities. Skills developed earlier are used in team games and individual contests. Special interests and aptitudes appear and many hobbies are acquired during this period.

Team games—baseball, touch football, basketball, volley ball, soccer, softball.

Athletic games and sports—tennis, handball, track and field events, swimming races, diving, boating, boxing, wrestling.

Outing activities—scouting, woodcraft, camping, nature craft, hiking, camp craft.

Constructive activities—making model aircraft, model boats and bird houses, boat building, leather work, bead work.

Others—sleight-of-hand, chess and checkers, harmonica and ukulele groups, minstrel shows, dramatics, clubs.

### Period VI—Later Adolescence (ages 15 to 18)

This has often been characterized as the age of loyalty. Many of the activities enjoyed in the preceding period continue to be popular but the number engaged in is usually less. Team games and group activity in which cooperation plays an important part hold a high place, though there is a tendency, too, for the individual to try to excel—to stand out from the group. Interest in scouting and similar group activities becomes less, but social dancing, parties and other activities involving the two sexes take on a major importance. Of increasing significance during this period are sex interest and a desire for adventure, for self-assertiveness, for physical and mental prowess.

Basketball, ice hockey and football are added to the list of activities for boys; field hockey and soccer are added to the girls' list. Interest in water and winter sports, track and field events, games such as baseball, volley ball, handball, tennis and softball continues strong. Many boys and girls find satisfaction in taking part in plays or in belonging to music groups.

### Period VII—Maturity (18 and over)

Few new physical activities are likely to be taken up after persons reach maturity. The number of different activities engaged in is usually less than in earlier periods, but they are likely to be given more time and attention. Recreational reading, social activities, hobbies of a creative nature or involving collecting, civic and community service activities and home recreation assume places of greater

importance. Although many people acquire new interests and skills after maturity is reached, recreational activity is largely influenced by the forms of recreation engaged in during the years prior to 18. Age differences are relatively less important among adults than among children, but most people like to play with persons of their own age. Often this is because pace, endurance, skill and understanding are likely to be more equal in the same age group. It is sometimes convenient to group adults according to age groups—at least for physical or social activities, although there are many other forms of activity in which age is no handicap. For example, a person skilled in dramatics, crafts or nature may be a most valuable member of a group composed chiefly of younger people.

#### IMPORTANT CONSIDERATIONS

In considering these age characteristics and interests as a basis for planning a play program, it should be remembered that children are individuals and that they differ greatly in their interests and abilities even in the same age period. A few additional considerations and principles which are widely accepted and which need to be remembered by playground workers are:

1. There is no uniformity of play interest among all children of the same age. Individual children like or dislike various activities just as do adults or children of different ages.
2. A given activity attracts different children at different ages and holds their interest for varying periods.
3. There are stages in play development which have rather definite characteristics. These stages cannot be definitely fixed, however, as to either age or duration. They not only shade into each other but overlap.
4. Many activities carry over from one period to another; there is seldom an abrupt dropping of an activity at a definite age.
5. In order to meet the needs of growing children, continuous, related and progressive programs should be provided.

#### HOW SEX INFLUENCES RECREATIONAL ACTIVITY

Sex has always been recognized as a factor to be considered not only in planning and conducting playground programs but in the design of the playground itself. Some leaders have felt that the tendency to separate the sexes on the playground has been overemphasized, especially in the case of the younger children. There is no denying the fact that in many respects boys and girls differ in their play activities and that men and women do not have the same recreational interests. On the other hand, it is important to recognize that to a degree these differences are the result of social attitudes, environment, education and tradition. Marked changes have taken place in

respect to these factors during the last decade, especially as they relate to women and girls, and already these changes have exerted an influence upon their participation in activities on the playground. Women and girls are taking part more and more in activities, many of which were formerly considered as suitable only for men and boys. Although differences in playground programs for the two sexes are likely to become less, there are nevertheless several important factors which need to be recognized and understood by playground workers.<sup>2</sup>

Physiological differences between the sexes influence participation in physical activities, but they are relatively unimportant in their effect upon the play of children up to ten years of age. Boys and girls under ten show few marked differences in physical ability and it is generally believed desirable for them to engage together in the same activities. On the basis of a study of 10,000 fourth grade children, Miss Norma Schwendener recommended that "due to the lack of sex difference shown in the choice of games, the game program should be identical for boys and girls of the fourth grade."<sup>3</sup> The chief differences in the play of young children are influenced more by tradition and environment than by physical differences. Girls, for example, play mother or nurse, whereas boys imitate the fireman or policeman. The electric train and erector toy have a strong and lasting appeal for boys while caring for dolls and dressing up are favorite quiet occupations of young girls.

*Sex Differences Affecting Play:* At about eleven or twelve years of age structural changes occur in the girls which influence their play activities. As a rule they reach puberty a year or two younger than do boys, who also undergo bodily changes during this period. At this stage girls grow much faster than boys, but they are not as strong nor as skillful. As a result boys generally excel in games and sports to a degree which makes competition between the two sexes unsatisfactory. Adolescent boys are strong, attracted to vigorous, rough, strength-matching activities. Girls, on the other hand, are and "should be interested in types of activities which make for poise, grace, suppleness, quickness, agility, dexterity, general strength and endurance." Events in which form and skill are emphasized rather than those which require strength and speed are therefore important.

From the time of puberty onward there should be no direct competition between girls and boys in games involving bodily contact. Although there are differences in the types of games in which the two groups take part, nevertheless there are many games which appeal to both sexes. In most cases, however, the rules governing the play of men and boys need to be modified for women and girls. Periods

<sup>2</sup> See Ethel M. Bowers. *Recreation for Girls and Women*. New York: A. S. Barnes and Company. 1934.

<sup>3</sup> Norma Schwendener. *Game Preferences of 10,000 Fourth Grade Children*. New York: Published by the author. 1932.

of play are shortened, dimensions of the court, height of the net or weight of the ball are reduced. In the interest of social education the two sexes should be brought together as much as possible in the non-physical types of recreation such as dramatics, music, handcraft, social dancing and games and outing activities and in such games as tennis, bowling or badminton. It is suggested that in playing games, mixed teams be used rather than that there be competition between the two sexes. Inter-playground competition by girls is not deemed advisable by many playground workers.

During the first years after maturity is reached, men and women are likely to continue the activities which they engaged in previously. Games and sports play an important role in recreation programs for men, whereas social and more sedentary activities have a larger place in women's programs. As persons grow older, however, men and women are more likely to engage in common activities. Individual skills, habits, tastes and interests are more important than sex in determining the activities in which adults take part.

#### PLAY PREFERENCES OF BOYS AND OF GIRLS—CHICAGO

A number of studies have been made of the differences in the play activities engaged in and most enjoyed by children of different ages. One handicap in such studies is the fact that the children reporting have been exposed to, or have had an opportunity to engage favorably in, only a limited number of activities. Other conditioning factors need to be understood in order to interpret the findings fairly. A study conducted by the South Parks Commission of Chicago is of special interest and value because of the varied program afforded on the playgrounds under its control. Ten thousand boys and girls using the playgrounds indicated their preference as to activities and a tabulation was made of the replies submitted by boys and girls on the basis of their ages. The following summary of the number of times various

MOST POPULAR ACTIVITIES AMONG 10,000 BOYS AND GIRLS ATTENDING SOUTH PARKS PLAYGROUNDS

Boys		Girls	
Activity	No. Times Listed in First Ten	Activity	No. Times Listed in First Ten
1. Baseball .....	12 (3)	1. Movies ..	12 (3)
2. Swimming ..	12 (3)	2. Swimming .....	12 (1)
3. Playground Baseball .....	12 (1)	3. { Reading ..	11
4. Football .....	11 (2)	4. { Parties ..	11
5. Movies .....	11 (1)	5. Volley Ball ..	9 (3)
6. Indoor Baseball .....	11	6. Roller Skating ..	8 (1)
7. Skating (Ice) .....	10	7. Marching .....	7 (2)
8. Basketball .....	8 (1)	8. Hiking .....	6 (1)
9. Marbles .....	5 (1)	9. { Skating ..	6
10. Checkers .....	5	10. { Cooking ..	6
11. Tops .....	4	11. { Gym Dancing ..	6
12. { Reading ..	3	12. Social Dancing ..	5 (1)
13. { Boxing ..	3	13. Rope Skipping ..	3
14. { Soccer ..	3	14. { Dolls ..	3
		15. { Tennis ..	3



activities appeared in the list of the ten most popular activities for each age group from 8 to 19 inclusive gives a fair picture of the relative popularity of activities among boys and girls between these ages. The figures in parentheses indicate the number of times the activity was voted the *most* popular by the various age groups.

Marked differences are noted between the two lists. Games and sports predominate in the boys' list. They are also prominent in the girls' list but other less strenuous activities hold high rank. The relatively greater interest in reading among girls has been noted in other similar studies. Swimming alone appears in each of the 24 lists, indicating that this activity leads all others in popularity among boys and girls from 8 through 19. (Many other surveys of recreation interests have revealed swimming as the most popular activity of both sexes, especially among young people and adults.) The only activities appearing in both lists are swimming, movies, ice skating, and reading. Eight years is the only age at which as many as four activities appear among the first ten in both the boys' and girls' lists. At least two of the ten most popular activities at each age appear in both lists.

Changes in interests at different ages were also illustrated by the preferences of the boys and girls. For example, marbles and tops, which head the list for boys 8 years of age are fourth and fifth respectively at 10 years, drop to thirteenth and fifteenth at 13 years and disappear from the list of the thirty most popular activities at 16 years. Basketball, on the other hand, rises from twenty-first place at 11 years to sixth place at 13 years and heads the list at 16. Among the girls, dolls are second in popularity at 8 years, seventh at 10, nineteenth at 12 and fail to appear on succeeding lists. Volley ball has a rapid rise in popularity from twenty-sixth place at 10 years to fourth place at 12 years and it heads the girls' list at 14, 15 and 16 years.

Care must be taken in evaluating and interpreting such studies of preferences and participation because they may be misleading if the full conditions under which they are made are not known. The Chicago study is of interest, however, as pointing out differences in play activities and interests among boys and girls and at varying ages.

Due to space limitations, no attempt will be made to list the activities appealing especially to boys and men and those which should feature programs for women and girls. To a large degree such lists would duplicate one another. Valuable information on activities for women and girls is available, especially in the book, "Recreation for Girls and Women."<sup>4</sup> "Partners in Play"<sup>5</sup> contains practical suggestions for many types of recreational activities in which young men and women may take part in together.

<sup>4</sup> Ethel M. Bowers. *Recreation for Girls and Women*. New York: A. S. Barnes and Company. 1934.

<sup>5</sup> Mary Breen. *Partners in Play*. New York: National Recreation Association. 1934.

### ACTIVITIES VARY ACCORDING TO THE TYPE OF ORGANIZATION

It is obvious that all of the activities which have been mentioned in this chapter are not of equal importance on the playground nor do they all require the same type of organization or degree of supervision. Because different activities are organized and carried on in different ways, a classification on the basis of their organization and use in the playground program is suggested.

#### ROUTINE ACTIVITIES

There are several kinds of play which have come to be recognized as having a regular place on the playground and no playground program is well balanced unless it includes several of them. Naturally they comprise a great variety of activities from which selections will be made by the leader. Some of these routine activities vary from season to season and others are dependent upon the availability of special facilities. On the whole, however, the activities in the following list form the backbone of the regular playground program. Upon and around them are built the daily, weekly and seasonal programs.

Apparatus play	Safety activities	Badge test events
Wading pool play	Games	Story dramatization
Sandcraft	Circle	Coaching in games,
Story-telling	Individual	stunts and special
Relays	Low organized	activities
Folk dancing	Mass	Practice for league
Handcraft	Quiet	games and con-
Stunts	Singing	tests
Nature play	Team	Rehearsals for demon-
Dramatics	Track and field events	strations, circus,
Music	Athletic events	pageants, etc.
Shower baths	Flag-raising ceremony	Finger plays
Social activities	Club meetings	

#### CONTINUOUS OR SELF-DIRECTED ACTIVITIES

One of the most frequent criticisms directed at the playground is that there is too much supervision, too little opportunity for free play and that programs are too often planned without consideration of the desires of the children. Perhaps one reason for this is the fact that most playground publicity is directed toward special feature events, league games or tournaments, with the result that people think of the playground in terms of highly organized activities. However, on the playground which is well provided with facilities and supplies there are many activities in which children are taking part either continuously or intermittently each day without direct guidance from the

playground workers. Many of them involve individual competition; others are informal types of individual play and a few include group activity. Frequently they are used as a basis for special tournaments or events in which interest is stimulated by the leader, but they are likely to be engaged in at any time. A number of the craft activities belong in this group, although most of them are usually conducted on a class or group basis. With occasional guidance from the leaders and with adequate equipment, these activities engage the interest of large numbers of children. Attendance will increase on the playground where the director encourages the children to take part in the self-directing activities in the following list:

Marble golf	Block building	Marbles
O'Leary	Horseshoes	Quoits
Lariat	Handball	Jumping
Roller skating	Paddle tennis	Tether ball
Tennis	Table tennis	Rope jumping
Hopscotch golf	Pogo stick	Tops
Hopscotch	Dart throwing	Mumblety-peg
Stilts	Quiet games:	Clock golf
Doll play	Chess	Deck tennis
Box hockey	Checkers	Croquet
Jackstones	Parchesi	Hoop rolling
Ring toss	Camelot	Reading
Badminton	Lotto	Diabolo
Shuffleboard	Dominoes	Baseball pitching
Apparatus play	Basketball goal shoot-	Informal games
Wading	ing	Kite flying
Sand play	Ice skating	Kicking or passing
Coasting	Darts	football
Tobogganing	Bean bag games	Blowing soap bubbles

#### ORGANIZED PLAYGROUND GROUPS

In contrast with the preceding list, there are several activities which require some degree of organization. Membership in the groups taking part is more or less restricted, meetings are scheduled for definite hours, the activity extends over a considerable period and as a rule regular guidance, instruction or supervision is required. Outstanding examples of this type of playground activity are the organized teams and leagues found on most playgrounds. Among the games which are frequently conducted on this basis are the following:

Baseball	Dodge ball	Net ball
Softball	Long ball	Field ball
Volley ball	Newcomb	Ice hockey
Basketball	Hit pin baseball	Field hockey
Soccer	Nine court basketball	Touch football
Captain ball	Schlag ball	

The playground club is another form of group organization. The extent to which playground activities are organized on the club basis varies widely but most playgrounds have one or more such children's organizations. On the whole, clubs are likely to be more successful on a playground which is open the year round than on one which is open only during the summer. Sometimes they comprise the persons interested in an activity such as dramatics or nature study; often they are a group selected to help with some phase of the playground service, such as a safety club. Sometimes, especially in the case of adults, they comprise individuals who come to the playground primarily to engage in a single activity. Many additions could be made to the following list of playground clubs:

Garden	Story-telling	Playground council
Nature	Ukulele	First aid
Knot hole	Harmonica	Hiking
Junior police	Leaders	Little mothers
Woodcraft	Music	Stamp
Safety	Hobby	Poster
Model aircraft	Glee	Travel
Sewing	Drama	Citizenship
Camera	Newspaper	Courtesy
Mothers	Bridge	Dancing
Dads	Charm	Pet

#### SPECIAL EVENTS

A still further grouping of playground activities is represented by a list of the special events which are held from time to time and which supplement the regular routine activities. A limited number of these features add special interest to the program, they attract parents and others to the playground and they also provide a special incentive for some of the routine activities. Certain children whom the day-by-day projects have not attracted to the playground may be drawn to it and introduced to the program by a special event involving an activity in which they have a particular interest. These events also afford an excellent publicity medium and may be used to interpret to the public the value and service of the playground.

Picnic	Pet show
Trips to parks, zoo, industry or historical places	Doll buggy parade
Trips to beach or pool for swimming	On-wheels meet and parade
One-day camps	Water carnival or pageant
Mardi gras parade	Easter egg hunt
Pageant	Hallowe'en parade
Rodeo	Hare-and-hound chase
	Fashion show
	Garden show

Track and field meet	Drama festival
Costume show	Operetta
Play day	Minstrel show
Baby show	Stunt night
Model boat regatta	Holiday party
Story-telling festival	Wading pool carnival
Folk dancing festival	Playground birthday party
Lantern parade	Soap bubble contest
Doll show	Football field day
Baseball field day	Playground demonstration
Junior elections	Mother-and-daughter party
Circus	Father-and-son party
Music festival	Camera hike
Flower show	Handcraft exhibition
Hobby show	Kite day
Athletic carnival	Model airplane day
Progressive game party	Band concert
Nationality nights	Nature treasure hunt
Achievement exhibit	Nature exhibit
Junior olympics	Wiener roast
Block party	Presentation of awards
Treasure hunt	Newsboys' day
Block or playground dance	Novelty track meet
Movies	Campfire program
Patriotic celebration	Square dance festival
Doll fashion show	Winter sports carnival
Hike	Marathon relay
Nature hike	Playground Houdini
Puppet show	

#### CONTESTS AND TOURNAMENTS

Closely allied with the special events are the contests and tournaments which are organized around many of the activities previously listed. Sometimes contests or tournament finals are the main features of special days. The activities should be so carried on as to emphasize the joy of participation but the tournament often adds zest to the activity. It also provides a series of events many of which extend over a considerable period, stimulate the acquisition of skills, enlist many children and make only slight demands on the time and attention of the workers. A partial list of these activities follows:

Marble golf	Swimming	Hopscotch
O'Leary	Diving	Stuffed doll
Lariat	Poster	Stilt
Pushmobile	Model aircraft	Baseball pitching
Roller skating	Doll dressing	Sand modeling
Bicycle	Model boat sailing	Soap modeling
Tennis	Hopscotch golf	Apparatus

Soap bubble	Table tennis	Kite flying
Football kicking and passing	Badminton	Quoits
Fly casting	Shuffleboard	Clock golf
Archery	Checkers	Deck tennis
Box hockey	Chess	Croquet
Jackknife golf	Handball	Botanical
Jacks	Tether ball	Musical jamboree
Ring toss	Goal shooting	Tumbling
Bean bag	Ice skating	Dominoes
Glider	Snow modeling	Boxing
Balloon	Washer pitching	Wrestling
Pogo stick	Rope jumping	Hoop rolling
Diabolo	Top spinning	Dart throwing
Horseshoe	One-act play	Sled
Bird house building	Swimming badge tests	Golf putting
Tree identification	Mumblety-peg	Frog jumping
Paddle tennis	Bicycle polo	Turtle races

#### SPECIAL WEEKS

In many cities, especially on summer playgrounds, programs are planned around a special idea or feature each week during the season. Where this is done, many parts of the program are related to this particular feature for the week. For example, in "baseball" week stories of famous baseball players may be told, arrangements may be made for the playground children to see a big-league game, a baseball field day may be arranged or a demonstration of the development of baseball. There is danger that the regular play program may be neglected where overemphasis is laid on special weeks, but the plan if carried out with judgment and moderation has considerable merit as a means of focusing interest on the particular activity and of securing closer correlation between the various types of play activity. Some of the themes adapted for special weeks are:

Safety	Handcraft	Mother and Daughter
Mothers and Dads	Baseball	Pageant
Drama	Folk Dancing	Festival
Music	Health	Games
Patriotic	Hobby	Home Play
Athletic (sports)	In the Air	Leaders
Girls	Doll	Nature
Boys	Garden	Elections
Vehicle	Father and Son	Learn to Swim
Circus	Beautification	Visit the Playground

Sometimes the idea of a special theme is carried through the entire playground season. In several cities, for example, the summer playground program has been built around the American Indian or the

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Colonial Period. Another adaptation of this idea is to have each of the playgrounds represent a particular nation.

The playground worker who is familiar with a wide range of activities, who understands the basis for their appeal, who can adapt them for the use of various age groups of both sexes, who can organize them to the best advantage and who can combine them into a well-balanced program, has achieved one of the most important qualifications for successful playground service.

## CHAPTER XII

### IMPORTANT FACTORS IN PROGRAM PLANNING

Any consideration of the playground program must take into account three factors—the playground, the play leader and the people to be served. Since there is a great difference between playgrounds, leaders and children in different communities, no standardized program can be presented which will be suitable for every local situation. Programs must be adapted to conditions and needs in the particular city or neighborhood or on the individual playground. However, there are a number of important factors which need to be understood in order that programs may be planned wisely.

In a previous chapter consideration was given to playground facilities and areas. They play a large part in determining the kinds of activities which can be carried on. Intelligent program planning is necessary, however, in order to secure the maximum use of these facilities. Sometimes a playground with limited space and equipment attracts more children than a well-developed area because a competent leader has worked out a balanced program. A knowledge of play activities alone is not sufficient to assure success. Successful playground administration requires in addition an understanding of the principles of planning a well-balanced program of activities and the ability to conduct such a program effectively.

#### HAVE A DEFINITE BUT FLEXIBLE PLAN

The necessity for careful planning before the opening of a playground is obvious. This requires a definite schedule of the hours it is to be open under leadership and of the hours each worker will be on duty. Daily features, special activities to be carried on one or more times per week, special weekly and seasonal events should be definitely scheduled in advance so children and their parents may know the hours and dates at which they are to take place. Good management involves the carrying out of these projects, the organizing of the groups, the conducting of the activities announced in the program and adherence to the time schedule. Unless this is done by the playground workers, program planning has little value.

On the other hand, the playground is not like the school where classes must start and stop precisely at the time scheduled and where



a prescribed curriculum must be covered. Children come to the playground and engage in its activities through choice. Compulsion has no place in the playground activities. In arranging periods, the length of time which the various activities are likely to require should be estimated as closely as possible, but if a group requires more time than is scheduled to complete a project or a game it should be permitted to continue the activity. The same principles apply in the case of the special events or weekly features. If, as the season advances, experience indicates that certain features should be omitted or more or less time be devoted to them, the schedule should be revised accordingly. In other words, there should be not only adherence to but also flexibility within a planned program.

### FACTORS INFLUENCING PROGRAM PLANNING

In planning an activities program, a number of important factors need to be considered. Among them are:

*Size and Equipment of the Playground:* The game courts and other features which are desirable have been discussed, but the playground worker must plan his program within the limitations of the existing area. Unless there is a sheltered area either in the playground building or out-of-doors, the possibilities of a varied program during extremely hot weather are small. If the size of the playground is far below normal, it may be necessary to limit the ages of the children served or to eliminate the activities which require considerable space. Adaptations in games will be necessary; for example, paddle or ring tennis will be played instead of tennis, softball instead of baseball, and rubber quoits instead of regular horseshoes. The availability of indoor facilities is especially important if the playground is to be open the year round. A careful study of the available spaces and facilities should precede the planning of the playground program.

*Ages of People to be Served:* The relation of age to play activities has already been discussed. Some small playgrounds are reserved for the play of children up to 10 or 11 years of age and the activities are restricted to the interests and abilities of this age group. Often no special provision is made on the playground for children of pre-school age but sometimes this group needs to be included in the play program. As a rule, the program is planned to serve the needs of the boys and girls 5 to 15 years of age who account for a large percentage of the attendance on most public playgrounds. If it is found, as is often the case, that the younger children come in largest numbers in the morning whereas the older boys and girls come in the late afternoon and evening, events appealing to these age groups should be scheduled accordingly.

If young people and adults are to be accommodated on the play-

ground, age becomes increasingly important in playground planning. Events should be arranged and facilities reserved for these groups during the periods when they can be present. As a rule this means during the evening hours, although mothers' groups often meet during the morning or afternoon. Ball fields and tennis courts which are used by children during the day are often reserved for adult use evenings and week-ends. During the last few years the programs of many year-round playgrounds have been revised to provide activities for the many unemployed young people and adults who have patronized them.

*Number of Children to be Served:* Where large numbers of children are to be cared for by one or two leaders, little emphasis can be laid upon small group activities or projects which require special instruction. Some of the most valuable activities—music, drama, arts and crafts, nature study—can be carried on to advantage only with small groups. This makes it difficult to provide them where leadership is limited and where large numbers of children are to be served. On the other hand, unless the attendance is large, it is impossible to arrange many of the leagues and popular team activities which require a considerable number of children of comparatively equal skill.

*Hours Playground is Open:* The hours the playground is to be open under leadership must be determined before a daily schedule can be arranged. Unless leadership is available for the entire day, the playground should be open during the hours when the largest number of children can attend. In most places the afternoon and evening are the periods when most children come to the playground. In some neighborhoods or communities, Saturday attendance is so small as to justify closing the playgrounds. In the southern cities, due to the heat, the playground is often closed during the afternoon. The longer the hours, the more possible and desirable it is to vary the program. It is customary to permit the use of such facilities as ball diamonds, tennis and handball courts when leaders are not present.

*Length of Playground Season:* Several types of playground projects involve long preparation. If the season is long, it is possible to include them but if it is open only a few weeks the leaders may not be justified in using them. Naturally fewer feature events, tournaments and special activities can be carried on, the shorter the playground season. The daily program is not essentially affected, however, by the number of weeks the playground is open. The activities, both indoor and outdoor, will naturally vary greatly from one season to another in the case of year-round playgrounds. Club and special group organization is greatly influenced by the length of season.

*Number of Workers:* One of the most important factors influencing program planning is the number of workers. (This factor is also related to the number of hours the playground is open each day and

to the daily hours which the worker puts in on the playground.) One leader can care for only a limited number of children at one time and in a few different activities. Where a playground has only one worker, the program is likely to be restricted and comparatively little time can be given to small groups requiring special guidance or instruction. The use of junior leaders and adult volunteers, however, enables the leader to carry on a more varied program. Except for very small playgrounds, two or more workers are needed to provide and supervise an attractive range of activities. They also make possible continuous supervision throughout the entire day.

*Qualifications of Leaders:* Playground leaders should be persons trained and experienced in a variety of activities. Nevertheless, the activities which are carried on will vary to a degree with each worker. A leader who is competent in music, drama, handcraft, nature study or some form of physical activity is likely to feature this activity. On the other hand, few persons who have not received special training in these activities are likely to devote much attention to them on the playground except under the guidance of supervisors. A qualification which is important in program planning is the ability to enlist and supervise effectively child or volunteer leadership. Because women leaders as a rule are better suited to conduct small children's and girls' activities and men, on the other hand, can best direct older boys' activities, it is desirable that every playground have at least one man and one woman leader. The capacity for organizing adult groups, an important qualification of the leader on the year-round playground, materially affects the program carried on.

*Relation to Other Playgrounds:* In small communities where there is only one playground, there are likely to be few, if any, contacts with other playgrounds during the season. The program is planned entirely around the individual playground. In larger cities, however, the program of one playground is often influenced by the schedules of other centers. Inter-playground or city-wide events are arranged and much time is devoted to preparation for them. Where special supervisors are employed, the hours of their visits to the playgrounds are often fixed by the central office and the individual playground schedules are arranged to conform with and take full advantage of the supervisors' visits. In a playground system a definite number and types of activities to be carried on by each individual playground are sometimes specified by the managing authority.

*Local or Neighborhood Conditions:* Special community or neighborhood conditions and needs often influence the playground program. For example, in an underprivileged neighborhood it may be desirable to arrange for milk distribution or to emphasize health activities; in a section with a large percentage of foreign-born, games, crafts and dances familiar to the group may be featured; in a high-class resi-

dential neighborhood parents may be interested in having their children given instruction in various forms of dancing or of arts and crafts. If, in a community without swimming facilities, a sufficient number of children can afford to meet the necessary expense, regular trips to a pool or beach in a neighboring city under the guidance of a playground leader, may be arranged. The more closely the playground authorities can adapt existing facilities and personnel to serve the community's needs, the greater will be its contribution to the lives of the people served.

### SOME SUGGESTIONS FOR PLANNING PROGRAMS

Experience has shown that certain principles and techniques in program planning contribute to the success of the playground. Several of these methods are capable of general application. They afford a guide in the preparation of specific playground programs in which are incorporated the activities considered most desirable in the light of the factors just mentioned.

*Variety Essential:* Since boys and girls varying widely in ages and interests are usually present on the playground, several activities should be going on simultaneously. For this reason most programs provide three or four different activities each period. There are seldom more than two leaders on a playground at any one time, so all the activities cannot be supervised continuously. Therefore it is wise to schedule for each period one or two activities which are more or less self-directing or which can be conducted by junior leaders, and one or two others which require the guidance of the paid workers. The extent to which the different age groups, boys and girls, and the various types of activities receive a fair share of the leaders' time and attention, affects the drawing power of the playground.

*Indirect Leadership:* Any methods or activities which supplement the influence of the paid workers, as exerted through direct leadership of groups and activities, should be fully utilized. One such method is the selection, training and use of volunteers and junior leaders whose services make it possible to increase the number of activities which can be carried on at one time. Another means of enlarging the service of the playground is to encourage participation in the many individual or small group activities which are more or less self-directing and which include some of the most popular games and sports. Where this is done large numbers of children can be actively engaged without any direct supervision. One means of increasing this type of activity is by arranging contests or tournaments. There are also certain types of activity such as play on the apparatus, in the wading pool and sand boxes which are almost continuous and which require only occasional supervision. Where through occasional

suggestions, instruction and organization, participation in various activities is encouraged, several activities are engaged in simultaneously even when only one paid worker is present.

*Coordination of Activities:* One of the weaknesses of many playground programs is that the various activities are carried on independently of one another and that little or no attempt is made to relate or coordinate them. Sometimes the individual workers on a playground are not interested in or familiar with the projects which are being carried on by the other workers on the same ground. Where such a condition exists many of the values of the playground are lost. In planning activities and programs every available means should be used to relate the individual activities to the other activities, events and projects which are being carried on. In this way the unified program becomes balanced and the children's interest increases, activities take on new meanings, leaders work together for common objectives and participation in all the activities is likely to be greater.

The ease with which playground activities may be integrated in a coordinated program affords playground workers little excuse for not adopting such a plan. The frequency with which programs are built around special days and weeks or even around a special summer theme indicates that the value of relating activities to a particular objective or event is widely recognized. A few examples of coordinating activities will suffice to illustrate the point. Suppose it is decided that on a given playground the following activities among others are to be carried on: story-telling, folk dancing, sand craft, poster making, crafts for boys and girls, simple dramatics. It is possible for the leaders to conduct each of these individual activities, selecting the stories, dances or craft projects from day to day or week to week as preference or chance may determine. The children will probably learn something and will enjoy one or more of the activities. However, there is little inducement to join other groups nor any special incentive for all the children to work together on a common project. On the other hand, suppose the workers agree at the beginning of the season that there will be two or more special events in which large numbers of the children will have a chance to participate and in which a variety of activities and groups will have a part. Typical of such events are a playground demonstration, a play day, a circus or a pageant. Immediately a common interest and objective are created among both children and leaders. The stories that are told, the folk dances that are rehearsed, the posters that are made, the projects that are undertaken in the crafts classes—many of the playground activities are no longer unrelated and casual, but they become purposeful and challenging. One of the greatest values in the playground circus, which is one of the most popular playground features, is that there is scarcely a play activity which cannot in some way be related to or utilized in it.

A word of warning should perhaps be repeated here. On every playground there are children who for one reason or another desire to take an active part in only a limited range or in a particular kind of play activity. Playground programs should never be so completely centered about a special theme or event as to deny to these children a fair share of the leader's time and an opportunity to benefit by the activities of their own choice.

*Inter-playground Activities:* The place which should be given to inter-playground contests and events is a question which must be decided in preparing a program in a city where there are several playgrounds. It is not a problem in the small community with a single playground, although if there is a playground in a neighboring community one or more occasions may be arranged during the summer for groups from both grounds to join in activities. Competition between playgrounds is common in both team and individual events. Frequently tournaments are held on each playground after which the respective winners compete in a district or city-wide tournament. This tends somewhat to subordinate the local to the city-wide event on the playground program, but other than adding a series of city-wide events which are usually carried on at a central playground, it does not materially affect the individual playground program.

The effect of inter-playground competition is more likely to be felt in the case of team games. If instead of attempting to organize several teams on the individual playground, the director selects a single team in each sport, fewer games are likely to be played and fewer boys and girls are drawn into the activity. Many recreation leaders believe that emphasis should be laid on intra-playground activities, with perhaps short city-wide championship series in which the winning teams from each playground participate. Inter-playground activities also influence the program in that if workers accompany groups on trips to other grounds, the rest of the children are deprived of their services during these periods. Consequently, fewer activities requiring guidance can be carried on. This problem is less likely to arise in the case of youth or adult groups. The participation of groups from the playgrounds in a city-wide feature such as a circus or festival, unless wisely planned, is also likely to result in undue emphasis and attention being given to the limited groups taking part, with corresponding neglect of the other parts of the playground program.

*Evening Activities:* The evening use of playgrounds for activities under leadership has become quite common during the last few years, especially during the summer months. Some grounds are now lighted for night use, although special courts for tennis, handball, horseshoes and other games are more frequently equipped in this way than are children's play areas.

In many neighborhoods the child attendance at the playground is

as large during the evening as at any other time of day. In addition, many young people and adults are present, the number depending upon the size of the playground and the facilities it affords. On playgrounds with indoor facilities, the evening attendance, except during the summer season, is likely to be largely of adults.

In spite of the large evening attendance comprising persons of a wide age range, the staff assigned for evening duty is sometimes smaller than during the day. Consequently, few organized activities as a rule are provided for children. They are encouraged to play on the apparatus and in the sand boxes, and to engage in individual contests and low organized games started with the help of the leader. Seldom is it possible during the short summer evening period to devote time to small group activities requiring the continuous direction or help of the worker.

Two types of organized activity characterize evening playground programs during the summer months. One consists of the varied adult activities which are started with the help of the worker but which are carried on largely by the groups themselves. They include leagues in baseball, volley ball, softball and other games; tournaments in horseshoes, handball, roque, ping pong and other sports; clubs in special activities such as checkers or choral singing, and classes in swimming, tennis or archery. The number of such groups which can be carried on depends much upon the number and qualifications of the paid leaders and their ability to enlist the active interest and co-operation of competent volunteers.

The other feature of evening programs is the special program, often designated as a "community night" and designed to attract a large number of people to the playground. Such programs, often held bi-weekly, provide opportunities for participation by the entire group attending them as well as for demonstrating various activities in which both children and adults engage.

On year-round playgrounds with indoor facilities more highly organized evening programs are carried on, largely for youth and adults. They are dependent, even more than are outdoor activities, upon the facilities available. Non-physical activities are likely to be emphasized. Leadership is therefore of the highest importance in carrying out such programs.

### CONTROLLING THE INDIVIDUAL PLAYGROUND PROGRAM

In some large playground systems activities and events have been classified under such headings as routine, secondary, special and major events. Instructions in planning programs specify the number of routine activities which are to be conducted each day for each age group and the number of events for which each worker is to be re-

sponsible daily. In addition, the number and frequency of the other types of activities are specified; for example, that a secondary event is to be conducted each day, a special event each week and a major event each month. The programs on the individual playgrounds must conform to the requirements set up by the department office.

In other cities somewhat similar results are achieved through a system of inter-playground records or competition whereby each playground is scored on its showing in a list of specified events. For example, the playground is rated on the number of children who take part, the number of events carried on or the success or quality attained in the activities. In order to make a good rating playground directors naturally include in their programs the activities on which they are to be scored.

A less direct method of control from the central office, and one which is used in several cities, is through the weekly forecast. Directors are required to submit each week a detailed statement of the specific activities and projects which are proposed for the following week. The forecast enables the playground executive to determine whether the playground director is including in his program the various types of activity which are deemed desirable for his particular playground. It also gives the supervisory staff a definite basis for judging the extent to which the director is carrying out the program submitted.

The purpose of these methods is to secure a well-balanced program. The first method mentioned—the prescribing of required events—is effective to the extent that the requirements are reasonable and permit sufficient freedom of choice and variety to avoid a stereotyped program. The rating of playgrounds on the points scored in specified events is likely to result in overemphasis on these particular activities and to minimize the opportunities for play of the children's own choice. The value of the weekly forecast lies chiefly in the fact that it requires the director definitely to consider and outline plans for the coming week. Activities are likely to be added which otherwise might have been overlooked in the ordinary course of the director's duties.

Like many other administrative devices these methods are useful only to the extent to which they are conscientiously and intelligently used. Lazy or incompetent leaders may use them as a help in "getting by." On the other hand, they may prove useful instruments to the conscientious worker in improving his program. The degree of control desirable over the individual playground program may be considered as varying inversely with the experience, competence and length of service of the playground staff. Some definite control is essential and considerable control is needed in the case of inexperienced leaders. In one city summer playground workers are given freedom to plan



their program during an entire week which is designated "Leaders' Own Program Week." As the playground manual in this city states, "this is your golden opportunity to put those ideas into practice."

### SECURING SUGGESTIONS FROM PLAYGROUND DIRECTORS

Although control by the executive over the programs on the individual playgrounds is essential and desirable, there is much to be said in favor of securing the advice of the playground directors with reference to program planning and procedure. In a number of cities the practice is followed of asking all playground directors and leaders at the close of the season to express their opinions on a number of questions relative to the program. It is obvious that due to widely differing and conflicting replies many of the suggestions cannot be carried out. However, if the workers are encouraged to express their opinions frankly, if the replies are summarized and reported, and if suggestions approved by a majority of the workers are put into effect in future planning, valuable results are likely to be attained. Often workers on the grounds are closer to the children than are the supervisors and new workers bring a fresh point of view and new ideas which should be taken advantage of.

The following are some of the questions that have been submitted to playground workers:

1. Do the organized athletic events (softball leagues, kickball, etc.) interfere with the efficient conduct of other activities?
2. List the ten best activities in order of their importance which were conducted on the playgrounds this summer.
3. What activities do you think should be eliminated from our playground program? What activities added?
4. Did the Junior Police justify their existence?
5. Would you suggest that the handcraft supervisor visit your grounds more often? How often would you suggest? How long should she spend on each ground?
6. What special events do you suggest for next year?
7. Do you like the present method of taking attendance? If not, why not? Have you a better method to suggest?
8. Have you enough equipment on your ground? What else do you need?
9. Has the lack of city-wide competition decreased participation or interest in local tournaments? If so, in what way?
10. Should we substitute a play day for a track meet? Or do you still believe that children should be encouraged to understand fair competition?
11. What constructive criticism do you have to offer about the supervisors?
12. Did the children like to act in simple plays? If not, did the fault lie with the leader, with the children or the playground environment, and why?

It is obvious that thoughtful replies to such questions submitted by a group of competent playground workers would be of great value to the playground authorities in any city.

Another method of securing the help of playground directors in program planning and administration is through the appointment of committees on various phases of the program. Sometimes such committees are appointed to deal with such activities as handcraft, music, or nature study. Others plan and supervise special features or inter-playground events. In one city the directors, through a playground district organization, have a large share in determining the program to be carried out. Playground directors in each district meet at least once a month when discussions, plans, schedules and special events are formulated for their respective districts. Committees are appointed to work out detailed plans and schedules for all inter-playground games, tournaments and special features. When adopted by the organization they must be adhered to by all playgrounds in the district and no deviations are allowed except by special permission. In other cities committees composed of workers are appointed to study, make recommendations or carry on specific parts of the program.

### TWO COMMON MISTAKES

One common mistake in program planning is the tendency to provide so few events and activities that many children find little or nothing to attract them or to retain their interest. The result is that attendance dwindles. Such faulty planning sometimes results from inadequate preparation on the part of the leaders. The person trained only in physical activities, for example, may neglect all other types; a musician may overemphasize music or a kindergartner is likely to give major consideration to the younger children's activities. Failure to arrange special events and features from time to time during the summer is another aspect of the same problem. Programs planned by untrained, inexperienced or lazy workers are likely to be limited and lacking in variety.

At the other extreme is the program which is so full and varied and with so many featured events that the playground schedule is crowded. Consequently pressure is exerted on both children and play leaders to carry it out. As a rule children enjoy participating wholeheartedly in a few activities. On playgrounds, especially those having a relatively small attendance, too many special features should not be scheduled. Otherwise there is a tendency to urge children to participate in order to make a good showing or to "put over" the various features successfully. There is also a danger that leaders will require children to work on projects for longer periods than they enjoy doing in order to complete them on scheduled time. On the other hand,

once a special event has taken place, the children may be urged to start preparing for the next one whereas they may prefer to continue with the activity. The happy medium is attained when there is sufficient variety in the day-by-day activities to meet the needs and interests of each child and enough special events to challenge the interest and cooperation of the entire group.

### TYPES OF PROGRAMS

In general, playground programs may be classified into three groups or types—daily, weekly and seasonal. The daily program indicates the hours at which various activities will be carried on each day. Since certain activities are not conducted every day but are scheduled one or more times per week, a weekly program is also required. Furthermore, since various types of activities, especially feature or inter-playground events, are carried on only during a particular day or week, the preparation of a program for the entire season—whether summer, spring or year—is essential. Preparation of the seasonal program in cities where there are several centers also involves the working out of a definite schedule of the inter-playground and city-wide events. Only as these three types of programs are worked out in advance is it possible to make sure that the playground will serve the various play needs and interests of boys and girls of different ages—and in some instances, youth and adults also. The suggested outlines in the next chapter illustrate the methods used in preparing such schedules. The accompanying comments will be helpful to leaders in interpreting these programs and in preparing programs for their own playgrounds.

No specific rules can be laid down as to the scheduling of the various activities. The prevailing conditions, traditions and habits of the people in the neighborhood must be taken into account. In certain neighborhoods many of the older children must leave the playground by 4 o'clock in the afternoon in order to help prepare the evening meal or to deliver papers. In others, few small children are present during the early afternoon because of enforced rest periods at home. At some playgrounds special events will be attended by many parents if they start at 3:15, for example, whereas few parents could be present at 2:30. Where Monday attendance is light because children help at home with the laundry, major events should not be scheduled on that day. In some neighborhoods so many people leave on Saturday for beaches, reservations, or for visits with friends or relatives that only a limited program is required—or the playground may be left without leadership. In other neighborhoods where people have low incomes and means of transportation are limited, Saturday may be a busy day on the playground.

Wise program planning takes advantage of these facts and provides

for activities at the times when the children interested can take advantage of them.

### PREPARING FOR THE PROGRAM

A few specific suggestions for the preparation of playground programs follow:

1. Provide a wide range of activities of different types—physical, arts and crafts, musical, dramatic, nature and others.
2. Include activities for boys and girls of various ages.
3. Divide the leaders' time fairly between different age groups, boys and girls, and between various types of activities.
4. Alternate strenuous with quiet activities; team games with individual play.
5. Schedule special activities at a time most convenient for the group to be served.
6. Arrange periods so that if a project or activity is not completed on schedule time, it can be carried over without interfering with the program.
7. Provide definite times when no specific activity is scheduled.
8. Plan a special feature to take place each week to ten days.
9. Correlate the various playground activities with this special feature as far as possible.
10. Encourage informal self-organized activity by giving it a place on the program.
11. Include activities which involve cooperation as well as those which feature competition.
12. Allow the individual playground leader some freedom in the choice of activities.
13. Make programs progressive, pointing to a climax at end of season.
14. Feature activities of the play day type with large numbers participating rather than events in which only the playground champions participate.
15. Give the children opportunities to make suggestions as to the program.
16. Revise your program if certain features do not prove satisfactory or if conditions indicate changes are desirable.
17. Keep a balance between the special events and the regular routine activities.
18. Avoid any tendency to bribe or force children to take part in an activity.
19. Emphasize opportunities for all to participate rather than the development of champions.
20. Secure the cooperation of all playground workers in preparing

the program. Near the close of the season, ask for their written comments and suggestions for future use.

21. Keep in mind the plans of other city organizations and consult with them to prevent overlapping or conflicts in programs.

22. If there are adult playground clubs or parents groups organized at the playgrounds, enlist their cooperation in arranging programs for the individual playgrounds.

23. Vary programs to take full advantage of seasonal activities, holidays and special neighborhood events.

24. Be prepared to substitute a suitable group of activities in case rain or blistering heat makes it inadvisable to carry out the program scheduled.

25. Set a definite objective to be attained in each type of activity during the season; for example, a certain number of folk dances, team games, quiet games, craft activities, stories, and check up periodically on the progress made.

26. Give special attention to organizing groups and activities during the first few weeks when interest is high. Later the feature events help in maintaining the children's interest.

27. Develop programs in which everyone in the family may have a part.

## CHAPTER XIII

### SUMMER PLAYGROUND PROGRAMS

Summer is the season when a large majority of the playgrounds are open under leadership. It is the long vacation period when there is little else to interest or to occupy the time of the children in many neighborhoods; it is the time of year when the weather brings people out of their homes to attractive play areas and when the daylight evening hours afford opportunities for people of all ages to engage in out-of-door activities. Of the 7,814 playgrounds reported open under leadership in 1935 for which the length of the playground season was indicated, 7,216 or more than 92 per cent were open during the summer months.<sup>1</sup> In many communities playground programs are provided only during a brief summer period, although the season is being gradually extended and the number of cities reporting playgrounds open under leadership the year round is increasing.

Because the cities conducting summer programs are so numerous and there are many special problems involved in planning them, a separate chapter is devoted to them. In this chapter are suggestions for working out the daily, weekly and summer schedule, suggested programs of each type, and summer programs that have been followed in several cities. Additional summer activities are outlined in the year-round programs which appear in the next chapter.

#### THE DAILY PROGRAM

The playground day often starts with the flag raising, sometimes accompanied by community singing and announcements, although these are sometimes postponed to a later hour when there is likely to be a larger attendance. A part of the first morning period is devoted to preparing the grounds for the day's activities. Apparatus and equipment are set up and inspected, courts are prepared for use and preparations made for the morning's play activities. Sometimes courts and other facilities are assigned to groups at this time for use during the morning. The children often assist the leaders with this part of the program. If there is a caretaker on the ground much of this work is done before the leader arrives and before the ground is officially opened for play.

<sup>1</sup> Year Book issue of *Recreation*, June, 1936. National Recreation Association.

The mid-morning hours are usually well suited for strenuous activity. The attendance is often less than at the other periods, so few special or feature events are held in the morning. Since there are likely to be many of the younger children present, they receive considerable attention. The period immediately preceding the lunch hour is suitable for quiet games and activities such as handcraft and story-telling.

It is generally advisable, if possible, to have one worker present on the playground from the time it opens in the morning till closing time at night. Activities are seldom scheduled, however, during the lunch hour, except for an occasional picnic. The leader on duty at this time can prepare for afternoon events or help individuals with special play projects.

The early afternoon hours should be devoted primarily to fairly quiet activities although informal team games and not too strenuous individual activities attract many children. This is often a good time of day for some of the special group activities such as dramatics, music, or nature study. League games, special tournaments, and feature events are usually scheduled for the middle of the afternoon when the attendance is largest and when many friends and parents are likely to be present. The latter part of the afternoon is a good time for meetings of clubs, committees or junior leaders' corps. Activities such as dramatics, music or handcraft are sometimes carried on at this time. League games for employed young people are frequently played at the end of the afternoon.

The hours from 6:30 or 7:00 till dark are frequently the busiest of the entire day. The program depends a great deal on whether more than one leader is present and also on the extent to which the playground attracts and serves young people and adults. If only one leader is employed during the evening his entire time is likely to be required for looking after the interests of the various groups—keeping activities going and helping here and there as conditions require. If there are two leaders, however, one of them can give his entire attention to the organization, promotion and supervision of activities. It is desirable that at least every two weeks there be a special evening program which will attract a large attendance and in which many can participate. This program will require careful preparation and the entire attention of workers on the evening it is presented.

#### SUGGESTED DAILY SUMMER PLAYGROUND PROGRAMS

Two suggested daily programs follow. One is for a playground having two leaders—a man and a woman. The other is for a playground where three leaders are employed—one man and two women. Each playground is open morning, afternoon and evening. In the

case of the former, one worker is on the ground during the morning and evening and two during the afternoon; on the latter, two workers are on duty each session.

Practically the same activities are suggested for the two playgrounds. During the morning hours, however, on the playground where only one leader is present, fewer activities requiring the direct guidance of a leader can be carried on than on the other playground, or else they must be offered fewer times per week. Moreover, since the leader must give general supervision to the entire playground he cannot give his undivided attention to any of the special activities. He must rely more on assistance from junior leaders or volunteers. Informal, self-organized group play will likely be more in evidence on this playground. Since under both plans two workers are present in the afternoon, the programs differ but slightly. During the evening a more highly organized and varied program is possible where two leaders are on duty.

It will be noted that at certain times workers help get activities started and then turn their attention to other groups. For example, each day from 11 to 11:30 a worker devotes her attention to a group in handcraft. The craft activity continues until noon but by 11:30 the group can get along without the leader's assistance, so during the period from 11:30 to 12:00 she leads another group in some other activity. Likewise one of the leaders helps organize team games from 2:00 to 2:30 after which he can give his attention to some other part of the playground. In the meantime the team games continue under the team captains or junior leaders.

The asterisks (\*) in the following programs indicate the activities to which the workers give more or less direct and continuous supervision. It will be noted that during several periods more than two activities are so indicated. In such cases, all these activities are not conducted under leadership each day. Some of them are carried on only once or twice a week. Reference to the suggested weekly schedule for a playground with the corresponding number of workers will help in a study of these daily programs. The other activities are started and carried on by the children themselves, are merely gotten under way by the leaders and then left to the children, or are under the direction of volunteers or junior leaders. It should not be forgotten that throughout the entire day many children will be engaged in a great variety of continuous self-directed activities. It is assumed that the playground is of normal size and well provided with facilities.

The following program is arranged on the basis of two leaders being employed—a man and a woman. It is assumed that the woman will be on duty morning and afternoon, and the man afternoon and evening.



	<i>Children under 8</i>	<i>Children 8 to 11 incl.</i>	<i>Boys and Girls over 11</i>
9:30-10:00	Flag raising. Getting out equipment; inspecting apparatus and grounds; marking courts; distributing game supplies; posting announcements; organizing groups for morning play.		
10:00-10:45	Group and singing games * Apparatus play	Low organized games * Apparatus play	Informal team and group games
10:45-11:00	No special activity scheduled; free play; attendance taken; playground clean-up		
11:00-11:30	Sand box play—Block building	Handcraft * Nature activities* Quiet games Badge tests and stunts *	Handcraft * Nature activities * Quiet games Badge tests and stunts *
11:30-12:00	Story-telling * Sand box play—Block building		
12:00-12:15	Leader collects play materials and prepares playground for noon hour		
12:15- 1:30	No scheduled activity. Male leader arrives on ground at 1 o'clock and prepares for afternoon activities. Quiet games and informal activities. Children continue on handcraft projects. An occasional picnic is arranged for this hour.		
1:30- 2:00	Story-telling and story acting *	Group games * Music * Apparatus play	Music activities * Informal group games Individual games and athletic events
2:00- 2:30	Sand box play  Free play activities                      Quiet games		Organization of team games * Practice for league games or for special events Preparation for afternoon features *
2:30- 2:45	No special activity scheduled; free play; attendance taken; preparation for special events or contests		
2:45- 4:15	Apparatus play Singing games Taking part in or watching special events	Contests, tournaments or special features * Handcraft Preparation for coming events	Special features, outings, contests and tournaments** League games in dodge ball, softball, volley ball, etc. Preparation for coming events Handcraft
4:15- 5:15	Quiet games Sand box play	Story-telling * Dramatics * Folk dancing * Quiet games Meetings of playground clubs and committees	Completion of special features * Story-telling* Dramatics * Folk dancing * Meetings of playground clubs and committees Quiet games
5:15- 6:30	No scheduled activity. One leader present. Collect playground supplies and check condition of playgrounds. Playground may be used by young people or adults for team games.		
6:30- 8:30	Free play, apparatus play, self-organized games, quiet games, watching special events		Informal team games Twilight leagues for young people and adults Special neighborhood programs and demonstrations *

After 8:30 Before leaving, director completes daily reports, calls in all game supplies, locks up building, turns out lights and inspects playground.

The following program is arranged on the basis of three leaders being employed—one man and two women. It is assumed that one woman will be on duty morning and afternoon, the other morning and evening and the man afternoon and evening.

	<i>Children under 8</i>	<i>Children 8 to 11 incl.</i>	<i>Boys and Girls over 11</i>
9:30-10:00	Flag raising. Getting out equipment; inspecting apparatus and grounds; marking courts; distributing game supplies; posting announcements; organizing groups for morning play.		
10:00-10:45	Group and singing games * Apparatus play	Low organized games * Apparatus play Sand box play	Group and team games * Practice for contests and tournaments
10:45-11:00	No special activity scheduled; free play; attendance taken; playground clean-up.		
11:00-11:30	Sand box play Block building	Handcraft * Music * Badge test events, stunts,* etc. Quiet games	Folk dancing * (girls) Badge test events, stunts, etc.* Handcraft*
11:30-12:00	Story-telling * Quiet games	Nature activities *	Music * Nature activities *
12:00- 1:30	No scheduled activity; one leader present; occasional "picnics" or weiner roasts; quiet games.		
1:30- 2:00	Story-telling and story acting * Apparatus play	Apparatus play Quiet games Meeting of clubs and committees	Individual games and athletic stunts Handcraft Meeting of clubs and committees
2:00- 2:30	Sand box play Free play activities Quiet games	Free play activities Preparation for future events Group games and relays *	Organization of team games * Practice for league games Preparation for special or feature events *
2:30- 2:45	No special activity scheduled; free play; attendance taken; preparation for special events and contests.		
2:45- 4:15	Apparatus play Singing games Taking part in or watching special events	Contests, tournaments or special features * Handcraft Watching league games	Special features, contests, tournaments or outings* League games* Preparation for future events
4:15- 5:15	Sand box play Quiet games	Story-telling * Dramatics * Quiet games	Story-telling * Dramatics * Quiet games Completion of special features * Preparation for community night events *
5:15- 5:30	Collecting game materials and playground supplies; check up on playground.		
5:30- 6:30	No scheduled activity—one leader present. Playground used by young people or adults for team games.		
6:30- 8:30	Free play on apparatus and self-organized games Watching special events Quiet games		Twilight leagues for young people and adults Informal individual and team games Special neighborhood programs and demonstrations **

After 8:30 Before leaving, director completes daily reports, calls in all game supplies, locks up building, turns out lights and inspects playground.

### THE WEEKLY PROGRAM

Because of the diversity of interests and activities on the playground and the limited staff it is impossible for all activities to be carried on each day. It is desirable, however, to have certain activities scheduled for definite periods so children will know that at such periods instruction or leadership will be available. This applies especially to such activities as handcraft, dramatics, story-telling, folk dancing, music and nature study which require the guidance of a trained leader. From one to four periods a week are generally reserved for them and they are sometimes conducted by a special supervisor. Periods should be so arranged as to take advantage of the special abilities of the respective workers.

There is also an advantage in having contests or feature events such as marble or kite flying contests, pet show or circus on the same afternoon each week. Parents are likely to plan to attend the playground on this particular afternoon. Likewise the evening community program is likely to be better attended if it is scheduled for the same evening each week.

The following are two suggested weekly programs for playgrounds with two and three workers respectively. No events are listed which are held at the same time each day throughout the week. Few differences are observed in the number of periods devoted to the various special activities. However, the additional leader makes it possible to give greater attention to these activities and also to the informal and individual play. She also makes possible two activities under leadership during the morning hours instead of one only. With the additional worker it is possible to arrange more community night programs and one or two more trips away from the playground.

It is assumed in the two programs which appear on pages 158 and 159 that when two activities are scheduled for any period, a worker will be in charge of each activity. These programs have been designed to fit in with the preceding daily schedules and should be studied in connection with them.

### THE SUMMER PROGRAM

One of the most important planning problems is to arrange a sufficient number of varied activities to provide a progressive, well-balanced program for the summer. If too many special events are scheduled there is the danger that the program will be overcrowded and that children will be urged to participate in them rather than to engage in the activities which most appeal to them. On the other hand, children enjoy weekly events such as kite flying contests, pet shows, doll parades. These events also provide a special incentive for handcraft projects—for example, the making of puppets for a

## SUGGESTED WEEKLY PROGRAM FOR SUMMER PLAYGROUND WITH TWO WORKERS—ONE WOMAN AND ONE MAN

<i>Hours</i>	<i>Monday</i>	<i>Tuesday</i>	<i>Wednesday</i>	<i>Thursday</i>	<i>Friday</i>	<i>Saturday</i>
10:00-10:45	Staff meeting 9-10:30	Group and singing games	Low organized games	Group and singing games	Low organized games	Group and singing games
11:00-11:30	Handcraft daily					
11:30-12:00	Story-telling	Tests and stunts	Nature activities	Tests and stunts	Story-telling	Tests and stunts
12:00- 1:30		Picnic				
1:30- 2:00	Group games	Story-telling and story acting	Group games	Story-telling and story acting	Music	
2:00- 2:30			Playground hike Trip to swimming pool Inter-playground events (Every 2 or 3 weeks)		Preparation for special features	
2:45- 4:15	Tournament finals or special contests	League games	Preparation for Community Night	League games		
4:15- 5:15	Folk dancing Story-telling	Folk dancing Dramatics Safety club	Folk dancing	Folk dancing Dramatics Newspaper staff meeting	Special weekly feature events	
6:30- 8:30			Community Night (Every 3 weeks)			

SUGGESTED WEEKLY PROGRAM FOR SUMMER PLAYGROUND WITH THREE WORKERS—TWO WOMEN AND ONE MAN

<i>Hours</i>	<i>Monday</i>	<i>Tuesday</i>	<i>Wednesday</i>	<i>Thursday</i>	<i>Friday</i>	<i>Saturday</i>
10:00-10:45	Staff meeting 9-10:30	Group and singing games. Team games (boys)	Low organized games Team games (girls)	Group and singing games. Team games (boys)	Low organized games Team games (girls)	Group and singing games. Team games (boys)
11:00-11:30	Handcraft daily Folk dancing	Folk dancing	Music	Folk dancing	Folk dancing	Nature activities
11:30-12:00	Folk dancing Tests, stunts, etc.	Folk dancing Story-telling	Music Tests, stunts, etc.	Folk dancing Story-telling	Folk dancing	Nature activities
12:00- 1:30		Picnic		Picnic		
1:30- 2:00	Story-telling and story acting	Clubs and committees	Story-telling and story acting	Clubs and committees	Music	
2:00- 2:30			Playground hike Trip to swimming pool Inter-playground event (Every 2 weeks)		Preparation for feature events	
2:45- 4:15	Tournament finals or special contests	League games	Rehearsals or preparation for Community Night	League games	Special weekly feature events	
4:15- 5:15	Story-telling Junior leaders corps	Dramatics Safety club		Dramatics Newspaper staff meeting		
6:30- 8:30	League games		Community Night (bi-weekly)	League games		

SUGGESTED SUMMER PLAYGROUND PROGRAM  
SPECIAL ACTIVITIES EACH WEEK

<i>Week</i>	<i>Designation</i>	<i>Feature Events</i>	<i>Special Activities</i>	<i>Preparation</i>
FIRST	Organization	Checker tournament Community Night—Singing and talk on summer playground program	Start bird house construction Start nature collections Safety games and stories Practice for baseball pitching tournament	Get acquainted with children Registration Teach proper use of apparatus Interest neighborhood parents Encourage informal team games and activities Arrange for playground trip Try to discover junior leaders
SECOND	Nature	Trip to woods, park or zoo Pet show Baseball pitching tournament	Finish bird house construction Start making scooters and wagons Start making homemade games Continue nature collections Nature stories Marking and identifying trees and shrubs on playground Playground beautification Volley ball and softball games start	Determine events for Play Night Organize league teams in volley ball and softball Form ukulele and harmonica groups Prepare for O'Leary contest Complete arrangements for pet show Appoint junior leaders
THIRD	On Wheels	On wheels meet—roller skates, bicycles, scooters, wagons, etc. Community Play Night O'Leary contest	Finish scooters, wagons, etc. Start making doll houses Start making doll dresses Start making decorations for doll carriages Stories of travel and transportation Dodge ball team games start Training for athletic badge tests	Form dodge ball league teams Select playground newspaper staff Arrange transportation to pool or beach
FOURTH	Doll Week	Doll show Doll village contest Trip to swimming pool or beach	Start basketry Finish doll houses and dresses Finish decorations for doll carriages Continue training for athletic badge tests Preparation of playground newspaper	Select groups for sports demonstration Secure blanks for badge tests
FIFTH	Sports Week	Athletic badge tests Rope jumping contest Demonstration of Games and Sports Night	Basketry Making belts Making puppets Preparing for puppet show Soap carving	Select plays and cast for Music and Drama Night Arrange to visit another playground

SIXTH	Arts and Crafts Week	Soap carving contest Exhibit of handcraft Sandcraft contest Visit another playground	Stories of athletes and heroes Making scrap books Start paddle tennis tournament Publication of playground newspaper	Form captain ball teams Complete arrangements for Music and Drama Night
SEVENTH	Music and Drama Week	Puppet show Demonstration by play-ground, drama and music groups Music and Drama Night Marbles contest	Basketry Complete paddle tennis tournament Continue preparations for puppet show Rehearsal of simple plays Rehearsal of ukulele and harmonica groups Start captain ball games Complete paddle tennis tournament Practice for marbles contest	Start planning for playground circus, posters, stunts, music, costumes, animals, etc. Select folk dances for playground demonstration
EIGHTH	Folk Dance Week	Playground folk dance demonstration and contest Ping pong tournament Playground hike	Complete horseshoe tournament Complete volley ball league Stories of other lands Continue model boat building Start tennis tournament Preparation for hobby show Continue preparations for circus	Secure location for hobby show Make arrangements for playground dance
NINTH	Hobby Week	Model boat sailing contest Croquet tournament Hobby show Playground or block dance	Complete tennis tournament Complete playground baseball league Complete captain ball league Final circus preparations—music, costumes, animals, stunts Distribute circus posters Stories of inventors Preparation of playground newspaper	Complete arrangements for circus, including permission for parade Prepare records for awards and honors
TENTH	Circus Week	Playground parade and circus Distribution of playground awards and honors	Complete handcraft projects Complete all leagues and tournaments Publication of playground newspaper	Complete playground records and reports Check and turn in all playground supplies

puppet show, or of lanterns for a lantern parade give definite objectives to the handcraft program. Likewise a circus or festival at the end of the summer provides an opportunity to demonstrate many of the regular playground activities.

The numbers and types of tournaments, contests, leagues and special events which should be planned depend upon many factors such as the size and type of playground, number and qualifications of the leader, attendance and character of the neighborhood. As a rule it is unwise to announce at the beginning of the season the program of special events for the entire summer. Such events should be arranged at once for the first three or four weeks but the features to be introduced in the program during the latter part of the summer should be decided upon only after the workers have had an opportunity to learn the interests of the children and to study conditions in the neighborhood. The program presented here is intended merely to suggest how a season's activities may be planned. A special title is given to each week. This is not essential, though it does help focus attention on the week's special feature. Under the heading "Feature Events" are listed the outstanding activities or features for the week including the weekly evening program. Unusual activities of secondary importance or in preparation for a coming event are listed under "Special Activities." A fourth column lists some of the duties which the playground director should perform during the week in order to assure the smooth operation of the program.

The program which appears on pages 160 and 161 does not provide for inter-playground contests, leagues or tournaments. If these are to be a part of the program, it would need to be revised accordingly. Its operation does not require the assistance of special supervisors, if the leaders are competent. It is probable that this program could be carried out on a playground with three workers but that with only two workers some of the feature events would have to be eliminated.

#### EXISTING SUMMER PROGRAMS

A few examples of summer playground activities schedules that have been worked out in different localities are presented here. They illustrate a number of the factors which have been discussed and also serve as a basis for comparison not only with the preceding suggested programs but with each other and with the program in the reader's own city.

*Daily Schedule for Young Children—Baltimore:* There are few cities in which the young children are given as much consideration on the playgrounds as in Baltimore. The following program illustrates the variety in the activities for children under 10 years of age. The brevity of the play periods is noteworthy. Because the interest of



young children in a particular activity as a rule does not last as long as it does when they are older, a more frequent change in activity is essential. The schedule is also typical in that special activities for young children are seldom arranged for the evening hours. Baltimore is one of the few cities where health activities are a regular feature of the playground program, which is conducted by the Playground Athletic League.

<i>Time</i>	<i>Children 3 to 6</i>	<i>Children 6 to 10</i>
8:45 to 9:00 or 1:45 to 2:00	Preparation	Preparation
9:00 to 9:10 or 2:00 to 2:10	Opening Salute flag	Opening
2:10 to 2:30	Conversation or songs or finger plays or rhymes	Same
9:10 to 9:30 or 2:10 to 2:30	Free play	Social games or Tag games or Contests or Games of skill
9:30 to 10:15 or 2:30 to 3:15	Kindergarten games Dramatic or Sense games	Hand activities and Constructive play (making toy play-houses, etc.)
10:15 to 10:45 or 3:15 to 3:45	Hand activities and Constructive play (block building, sand play, etc.)	Tournaments or Races and relays
10:45 to 11:30 or 3:45 to 4:30	10:45 to 11:15 Tag games or Social games or Races and relays 11:15 to 11:30 Health activities	10:45 to 11:00 Health activities 11:00 to 11:30 Folk dances
11:30 to 12:00 or 4:30 to 5:00	Story dramatization or Music	Story dramatization or Music

*Reading Summer Playground Program—1935:* In Reading, Pennsylvania, approximately 26 playgrounds are conducted under leadership during the summer months. The program which follows shows the various activities which are featured on the individual playgrounds each week during the season and also the inter-playground activities. It gives a picture of a well-balanced program in which emphasis is laid upon intra-playground rather than inter-playground projects. After the first week the column "Routine Activities" is used for timely, pertinent suggestions.

## SUMMER PLAYGROUND PROGRAM FOR CHILDREN

Season 1935

*Department of Public Playgrounds and Recreation, City of Reading, Pennsylvania*

<i>Inter-Playground and City-Wide Activities</i>	<i>Local Playground Activities</i>	<i>Routine Activities</i>
Special activities involving more than the immediate community	Special events of a local nature on your own playground	Events recurring daily and weekly

*First Week—Beginning June 24th*

"Get-acquainted Week"	Hold flag-raising ceremony	Flag ceremony
Learn your neighborhood characteristics	Organize safety patrols	Distribute and inspect equipment
Contact your playground association now. If it's inactive, form a new one	Plan for a community 4th of July celebration the evening of July 3rd	Free play
	Plan simple skit or pantomime for 4th of July celebration	Low organized games
	Handicraft: posters for all activities. Make your bulletin boards sell your activities by making them novel and different as possible	Playground ball
	Asbestos projects (masks, plaques, jars, boxes, etc.)	Volley ball
		Handicraft
		Story-telling
		Dramatizations
		Stunts and charades
		Dramatics
		Music
		Nature study
		Sand craft
		Folk dancing
		Water sports

*Second Week—Beginning July 1st*

Playgrounds closed July 4th	Hold 4th of July celebration	Routine activities same as previous week—carry this schedule through entire season
	Present skit	Have discipline on your ground
	Organize softball and volley ball teams	Encourage singing
	Start athletic badge tests	
	Plan local doll and pet show	
	Plan local story-telling contest	
	Handicraft: cardboard craft (vase holders, lampshades, coasters, etc.)	

*Third Week—Beginning July 8th*

First Folk Dance Festival	Hold doll and pet show	Is your ground getting newspaper publicity?
Start district playground and volley ball leagues	Hold local story-telling contest	
	Plan sectional story-telling contest	
	Start work on marionettes	
	Plan city-wide dog derby	
	Plan quoit tournament	
	Handicraft: coping saw projects, wood carving	

*Fourth Week—Beginning July 15th*

Tuesday Night Folk Dance Festival (July 16th)	Hold quoit tournament	Advertise the federation parade
Sectional story-telling contest	Plan final story-telling contest	Keep your bulletin board filled with information and attractive pictures
Dog derby	Plan city-wide handicraft exhibit	Start teaching simple songs for pageants
	Plan "Come and See Day for Parents"	
	Plan checker tournament	
	Handicraft: wool craft, wool painting, appliques in felt; hooked rugs; embroidery, crocheting and knitting	

<i>Fifth Week—Beginning July 22nd</i>		
Tuesday Night Folk Dance Festival	Hold marionette show	Plan new games
Final story-telling contest	Hold "Come and See Day for Parents"	Material concerning pageant on bulletin board
Handicraft exhibit (July 23rd)	Hold checker tournament	Encourage music and drama on your ground
	Plan local box hockey tournament	Is your association active?
	Handicraft: crayonex work and string mats (pillow cases, bridge sets, cushion tops, scarfs, aprons, etc.)	
<i>Sixth Week—Beginning July 29th</i>		
Tuesday Night Folk Dance Festival (July 30th)	Hold box hockey tournament	Inspect your equipment regularly
	Plan big federation parade	Is your sand box kept clean and watered?
	Rehearse pageant	Devote story hour to telling stories of various episodes in pageant
	Plan local hopscotch and O'Leary tournaments	
	Handicraft: bead work (purses, belts, rings, etc.)	
	Costumes for pageant	
<i>Seventh Week—Beginning August 5th</i>		
Federation parade (August 7th)	Hold hopscotch and O'Leary tournaments	Check back on your routine activities. Are you conducting all of them?
Tuesday Night Folk Dance Festival (August 6th)	Plan city-wide lantern parade	Advertise the pageant
	Rehearse city-wide pageant	
	Handicraft: lanterns. Entire week devoted to the construction of lanterns	
<i>Eighth Week—Beginning August 12th</i>		
Last Tuesday Night Folk Dance Festival (August 13th)	Rehearse city-wide pageant	Try water sports on hot days
Lantern parade (August 15th)	Plan peg board and jacks tournament	Publicize your pageant
	Handicraft: reed work (baskets, trays, vases, waste paper baskets, etc.)	Check discipline
	Costumes for pageant	
<i>Ninth Week—Beginning August 19th</i>		
Pageant	Hold peg board and jacks tournament	Clean up your grounds — through a contest, if possible
	Plan activities for closing exercises	
	Plan local handicraft exhibit	
	Plan local dodge ball tournament	
	Handicraft: hammered tin and copper. Ash trays, dishes, trays, etc.	
<i>Tenth Week—Beginning August 26th</i>		
	Hold dodge ball tournament	Have your equipment in order and ready for collection
	Hold local handicraft exhibit	Meet with your playground association. Encourage them to keep active all winter
	Equipment collection on Friday, August 30th	
	Playgrounds officially closed on Saturday, August 31st, at 11:00 A.M.	

## A SUGGESTED SUMMER ACTIVITIES PROGRAM (See page 168)

Leagues	Crafts	Low Organized Games	Physical Activity	Special Events	Contests
<i>First Week</i>					
PREPARATION					
<i>Second Week</i>					
Organization of classes Practice of teams in soft-ball, volley ball, etc.	Organization of classes Posters, original dolls, doll dresses, doll toys Begin scrap book	Cat and mouse Street and alley Drop the handkerchief Three deep Marbles Did you ever see a lassie?	Standing broad jump Catching flies Indian wrestling Rope jumping Balancing	Pet show Fashion parade for children	Standing broad jump Indian wrestle Balancing
<i>Third Week</i>					
Start leagues in soft ball, volley ball, etc.	Paper work, 4th of July preparation (hats, paper novelties)	Run, sheep run Prisoner's base Farmer in dell London bridge Tin can cricket Peas, porridge hot Spud	Preparation 4th of July athletic program, relays, track events	Doll show, doll fashion show, doll toy display	Stilts Rope jumping Marbles
<i>Fourth Week</i>					
Leagues continued	Lanterns Kites Stuffed toys Clay modeling Peanut toys	Hopscotch Mumblety peg Hide and seek Spin the plate Chinese tag Bull in ring Last couple out Mulberry bush	Tug of war Start practice Croquet and horseshoes Hand wrestle Push pole Deck tennis	4th of July program Community night Poster exhibit	
<i>Fifth Week</i>					
Leagues continued	Soap carving Whittling Sand modeling	O'Leary Checkers Jacks	Hop-step-jump Cock fight Pony express relay	Lantern parade Kite tournament Community sings	Hopscotch Mumblety peg Top spinning contest

Woodcraft Art (novelty)	Slipper slap Statues Steps Farmer in dell	Skin the cat	Swimming meet
<i>Sixth Week</i>			
Leagues continued	Scrap leather Pushmobile Scooters Preparation for circus or carnival	Hot potato Come along Swat to right and spy Bronco tag Looby Loo	Chinning bars Dashes Shuttle and circular relays
			Vaudeville show Soap bubble Roller skating Overnight hike
			O'Leary Hop-step-jump Cock fight
<i>Seventh Week</i>			
Leagues continued	Crayonex Cock toys Leaf printing Book binding	Slap jack Teacher ball Squirrel in tree Do this, do that Stork tag Club snatch	Hopping relay Back to back lift Cartwheel
			Picnic Son and dad ball game Community sings
			Whittling and carving contest Baseball accuracy contest
<i>Eighth Week</i>			
Leagues continued	Spool toys Cigar box toys	Crows and cranes Poison Farmer in dell Spud Bean bag throw	Baseball field day Stunt nite Playground party
			Novelty meet Pushmobile and scooter contest Checker tournament Deck tennis
<i>Ninth Week</i>			
Finals in leagues	Finish all craft work for next week's exhibit	Jolly is the miller Shadow toy Oats-peas-beans Carrousel	Leap-frog relay Lame duck fight Full squat
			Play day swimming carnival Mother and daughter party Overnight hike
			Horseshoe tournament Tennis tournament Croquet
<i>Tenth Week</i>			
Exhibit of all handcraft			Carnival or circus Track and field meet

The suggested program of summer activities on pages 166 and 167 was taken from a Playground Manual issued in May, 1935, by the Kansas Emergency Relief Committee.<sup>2</sup> It was presented not as a definite schedule to be followed but rather as an example of playground program planning affording a list of activities from which choices could be made. It is of interest because it lists not only the special events but the specific games, crafts, stunts and other activities which might be used each week during the summer. If he has experienced leaders, it is not necessary for the executive to outline a program in such great detail, but it is helpful in the case of workers who have had little training or experience.

<sup>2</sup> Playground Manual. Topeka, Kansas: The Kansas Emergency Relief Committee. 1935.

## CHAPTER XIV

### PROGRAMS FOR OTHER SEASONS

Summer playground programs include most of the activities carried on at other seasons of the year, with the exception of snow and ice sports. Differences in weather conditions, however, in the hours when children and adults can attend the playground, in the play habits and traditions from one season to another, in the hours of daylight and in other varying factors affect the planning of playground programs for different seasons. Consequently, special consideration needs to be given to the fall, winter and spring programs.

#### SPRING AND FALL PLAYGROUNDS

Reports in the Recreation Year Book <sup>1</sup> show a great increase during the past decade in the number of playgrounds open during the spring and fall months. Many cities which for years conducted programs only during the summer are now providing leadership during a much longer season. Most of the principles of planning summer playground programs apply likewise to the spring and fall months, but there are several differences to be noted. The following comments also apply in general to playground programs in cities where leadership is provided the year round.

Unlike the summer months when activities are usually provided all day, many playgrounds during the spring and fall are open only for two or three hours after school and all day on Saturday. Except for year-round playgrounds, those open in the spring and fall are usually conducted by leaders employed on a part-time basis. Obviously the range of activities which can be introduced is more limited, the interest span is liable to be proportionately shorter, and projects involving long periods of preparation are not likely to be successful. Since children have been in school all day, it is advisable to offer activities which provide a change; for this reason active games and sports usually predominate. Special provision should be made for the spring vacation period. Where the spring playgrounds are not conducted by the school authorities it is desirable that the playground department consult them to the end that the playground program shall

<sup>1</sup> Year Book issue of *Recreation*, June, 1936. National Recreation Association.

supplement and not overlap athletic and other programs conducted by the schools outside school hours.

Frequently there are days in the spring and fall when weather conditions do not permit outdoor activity. Indoor facilities are therefore more important than on the summer playground if a continuous program is to be carried out. Many activities such as crafts and dramatics which can be successful out of doors in the summer are more difficult to carry on outside in the shorter, cooler and frequently rainy periods of spring and fall. Saturday is a much more popular playground day during the school year than in the summer and many special events should be scheduled for this day.

### SOME POPULAR SPRING ACTIVITIES

Playground or no playground, there are a number of games which appear as regularly as spring itself. Children will play them in any case, but the playground leader can utilize them as a basis for the spring program, and by organizing tournaments can increase participation and interest. Among these games and activities which find a place on the playground during the spring months are marbles, top spinning, rope jumping, jackstones, kite-making and flying and roller skating. Wagons, scooters and pushmobiles furnish lively contests. Spring holidays are utilized, such as Easter for egg hunts and egg rolling contests, Arbor Day for playground beautification, May Day for festivals, play days and track meets and Memorial Day for special celebrations. Music Week and Boys' Week are made the occasion for appropriate features. Interest in nature is keen in the spring and many opportunities for instructive projects, including nature hikes, present themselves. This interest may also find expression through the making of bird houses and in gardening. The low organized games for the younger children, the team games such as softball and volley ball, and the individual games such as horseshoes and tennis regain their popularity as soon as weather and ground conditions make play possible. Hobby shows of various types are held where boys, girls and adults can exhibit collections they have made or articles they have created. Treasure hunts, puppet shows and special events are often arranged for Saturday mornings.

The lists in Chapter XI afford a source for selecting the events which are appropriate for a particular city. No attempt is made here to offer a suggested daily, weekly or seasonal program. However, if the principles previously laid down are followed and the local factors as to facilities, climate, personnel and interests are taken into account, it should be possible to outline a successful program. Suggestions are also provided in the schedules which follow and in the year-round programs which appear later in this chapter.



*Spring Activities Program—Tacoma:* The following activities have been included in the spring program provided in Tacoma, Washington, under the Playground and Recreation Department. They include many interesting and seasonal contests and projects.

- March—Spring program.
  - Back yard playground contest.
  - Boys' and girls' roller skating contests.
  - Organization of boys' and girls' harmonica clubs.
- April —Continuation of back yard playground contest.
  - Boys' Saturday softball league.
  - Girls' hiking clubs.
  - Kite-flying contests.
  - Marble contests.
  - Mayor's marathon race.
  - Open tennis courts at Central.
  - Miniature aircraft tournament.
- May —May Day programs.
  - Boys' Saturday softball league continued.
  - Harmonica contests.
  - Miniature yacht races.
  - Girls' hiking clubs.
  - Commercial baseball league.
  - Girls' story-telling contest.

*Special Events—Spokane:* Each week during the playground season in Spokane, Washington, a contest is held between the various playgrounds in competition for a weekly "Trophy Flag," and for the permanent award of the flag at the end of the season. Following are the special events and contests featuring the spring program during one year.

- April 2-7: Saturday, April 7. Catch and pull tug-o-war, boys under 15, 20 to a team; 10-minute game.
- April 9-14: Saturday, April 14. Stealing sticks, boys under 15, 10 to a team; 10-minute game.
- April 16-21: *Marble contest.* Preliminaries will be held at two playgrounds each day: Monday, Tuesday, Wednesday and Thursday. *Finals*, Saturday, April 21.
- April 23-28: Saturday, April 28. "Indoors" for boys under 12, one-day elimination tournament; five-inning games.
- April 30-May 5: Boys' and Girls' Week. Saturday, May 5, is day-out-of-doors; we will have a general program for boys and girls of ages up to 18; junior olympics, kite contest, junior boy and girl golf championship, junior horseshoe championship, etc.
- May 7-12: Saturday, May 12. "Indoors" for boys under 15, one-day elimination tournament.

- May 14-19: *Pitching contest.* Four preliminaries will be held, one a day, Monday, Tuesday, Wednesday and Thursday. Flag contest this week—volley ball for boys under 15. One-day elimination tournament.
- May 21-26: *Pitching contest.* Four remaining preliminaries, one a day, Monday, Tuesday, Wednesday and Thursday. Saturday, May 26, *finals*, pitching contest.
- May 28-June 2: Tennis, junior boys' and junior girls' (under 18). Flag contest this week; junior boys' volley ball, played in regular form. (Four southside grounds have round robin, also four northside. Winners, best two of three.)

*Kenosha Spring Activities:* The Department of Public Recreation of Kenosha, Wisconsin, for several years conducted the following spring playground program. Playgrounds were open on Tuesday and Thursday afternoons from 4:30 to 6:00 and on Saturday mornings from 9:00 to 12:00. The events marked by an asterisk (\*) were "required" activities offered on all the playgrounds. Such bad weather was encountered, however, and the park areas were in such unfavorable condition for play during these early spring months that it was felt advisable to discontinue this type of program. As a substitute for it regular league play is conducted using the elementary and parochial schools as a basis for operation. Though this does not solve the problem it is felt to be better than the regular spring program under the adverse conditions. In spite of the experience in Kenosha the following program will be of interest to other cities where weather and other conditions are more favorable during the spring months.

#### *Regular Activities*

- April 12-23 \*Softball leagues (boys)  
 \*Hiking clubs (boys)  
 \*Marble contests (boys)  
 \*Volley ball leagues (girls)  
 \*Hiking clubs (girls)  
 \*Low organized games (girls)
- April 26-May 7 \*Kite making and flying (boys)  
 Softball (boys)  
 Hiking (boys)  
 \*Rope jumping contests (girls)  
 Volley ball (girls)  
 Hiking (girls)

#### *Special Events*

- April 16 \*Games day (girls)  
 " 16 \*Hiking and nature study (boys)  
 " 23 \*Marble tournament (boys)  
 " 23 \*Hiking and nature study (girls)
- " 30 \*Rope jumping tournaments (girls)  
 " 30 \*Hiking and nature study (boys)  
 May 7 \*Kite tournament (boys)  
 " 7 \*Hiking and nature study (girls)

<i>Regular Activities, cont.</i>		<i>Special Events, cont.</i>	
May 10-21	Horseshoe contests (boys)	May 14	*O'Leary tournament (girls)
	Softball (boys)	" 14	*Hiking and nature study (boys)
	Hiking (boys)	" 21	*Horseshoe tournaments (boys)
	*O'Leary contests (girls)	" 21	*Hiking and nature study (girls)
	Volley ball (girls)		
	Hiking (girls)		
May 24-June 4	*Athletic badge tests (boys)	" 28	*Jackstone tournament (girls)
	Softball (boys)	" 28	*Hiking and nature study (boys)
	Hiking (boys)		
	*Jackstone contests (girls)	June 4	*Field day (girls)
	Volley ball (girls)	" 4	*Field day (boys)
	Hiking (girls)		

#### *Other Activities*

Folk dancing	Ukulele clubs	Checkers and chess
Sand box projects	Harmonica clubs	Handcraft
Easter egg hunt	Story-telling	Scooter tournament
Treasure hunt	Acrobatics	*Low organized games
Group singing	Roller skating tournaments	*May Day festival

### FALL ACTIVITIES

Because the hours of daylight are fewer in the fall than in the spring, the periods of outdoor after-school play are shorter, and consequently in most cities which do not have indoor facilities on their playgrounds the season comprises only a few weeks. There are also fewer games and play activities of a seasonal nature in the fall than in the spring. The two distinctive fall sports are football with its adaptations such as passing and kicking contests and touch football and soccer around which several games have been developed. Field hockey, primarily an autumn sport of growing popularity, is played in many cities. Low organized games have a perpetual appeal and some of the popular team games such as volley ball carry over into the fall months as do tennis, horseshoes and other activities. Halloween affords an occasion for special events, including lantern making and parades. Hiking is a popular fall activity—as are the treasure hunt and nature study. Dramatic, music and craft groups are organized at the indoor centers. Fall programs vary widely due to differences in climatic conditions.

The following brief résumé of the fall program in Louisville, Kentucky, presents an alluring picture of the joys of autumn play. This statement suggests that rain is a factor to be reckoned with in the fall as well as in the spring program. Other fall activities are included in the year-round programs which appear later in the chapter.

"Bonfires and stories in the firelight, football and soccer and long hikes—these are the things that the quickening autumn brings to the playgrounds. Soccer leagues will be organized on the playgrounds for both boys and girls. There will be community programs with singing and story-telling in the evenings, and hard, brisk games in the hot afternoons and cooling dusk. And there will be crisp walks in the brown glow of September days and the sharp breath of September nights.

"Fourteen playgrounds will be open for fall play, ten of them for white children and four for colored children. The playgrounds to be kept open were chosen over large areas so that as many communities as possible may be served with facilities for play. Playground hours are from 3:00 o'clock until 9:00 o'clock, and during these hours directors and equipment will be furnished on the playgrounds just as they have been during the summer. The fall playground season will probably continue until October 15, unless there are heavy fall rains after the first of October."<sup>2</sup>

*Fall Program Features—Berkeley:* In Berkeley, California, where a year-round program is carried on on the school and city playgrounds conducted by the Recreation Department, a number of unusual features were included in the program for the fall months in 1935.

<i>Week</i>	<i>Features</i>
August 31-September 6 ORGANIZATION WEEK	Sign up for awards. Organization of teams. Clubs. Organization of P. T. A.-Dads' clubs.
September 7-13 ADMISSION DAY	49'er feed day (clothes, dress up). P. T. A.-Dads' field day. State-national flag observation. Story-telling—California legends.
September 14-20 FOOTBALL-PASSBALL WEEK	Form passball—tackle leagues. Parent consent blanks to be filled out. Exponent classification to be followed. Start girls' kickball-fieldball.
September 21-27 DISTRICT PLAY DAYS	Play day—Friday, the 27th. Olympic games day. Progressive games. Kickball, fieldball, hit pin baseball.
September 28-October 4 GIRLS' WEEK	Mickey Mouse show. Handcraft. Girls' stunt day. Special feature day.

<sup>2</sup> "Fall Playgrounds." *Municipal Recreation*. Louisville, Kentucky: September, 1930.

<i>Week, cont.</i>	<i>Features, cont.</i>
October 5-11 SAFETY—FIRE PREVENTION	Cooperation with fire and police and other safety agencies. Cooperation with schools. Poster contest. Apparatus, safe use of.
October 12-18 NATURE AND HIKING	Hikes—excursions—nature trails. Weenie roasts—picnic. Campfire programs. Nature plays.
October 19-25 BOYS' WEEK	Boys' play day. Featured football games. Attendance at boys' sections. Stunt days.
October 26-November 1 HALLOWE'EN WEEK	Dads' and P. T. A. parties. Hallowe'en bonfires. Lantern parades—ghost stories. Games, contests, stunts, relays.
November 2-8 PAGEANT PREPARATION WEEK	Sign-up groups. Create interest. Begin rehearsals. Arrange for properties.
November 9-15 ARMISTICE DAY	Flag drills. Patriotic celebrations. Patriotic and historical plays. Jousting contests—flag games.
November 16-22 BIG GAME WEEK	Finish football leagues (little big game). Finish passball leagues. Class contests. Radio program—big game.
November 23-29 THANKSGIVING WEEK	Handcraft. Dramatics. Hiding and hunting games. Harvest festivals.
November 30-December 6 TOY WEEK	Collection of old toys. Woodwork handcraft. Toy repairing bee. Dressing dolls and sewing bee.

### YEAR-ROUND PROGRAMS

According to the Recreation Year Book there were 2,032 playgrounds open under leadership the year round in 1935.<sup>3</sup> Approximately one out of six of all the playgrounds reported was conducted on a year-round basis. The extent to which playgrounds are open on this basis is very limited, however, because a large percentage of

<sup>3</sup> Year Book issue of *Recreation*, June, 1936. National Recreation Association.

them are in a few cities. Comparatively few of the smaller cities provide year-round playground leadership and programs. The number is growing, however, and it is increasingly recognized that play is essential not merely in the summer but throughout the year.

In what respects does the year-round program differ from the seasonal one? Most playground activities in the spring, summer and fall are carried on out of doors. So far as possible strenuous, active play should also be carried on out of doors during the winter months and full advantage should be taken of the special opportunities offered by ice and snow. However, many kinds of play activity cannot be carried on outdoors in the winter except in a few sections of the country. Therefore during the winter months indoor activities predominate in many year-round programs. Since indoor facilities are essential to a balanced program one characteristic of the year-round playground is that it has a special field house, club house or recreation building or that it adjoins a school building which has facilities suitable and available for play activities. Unless a playground has a heated building with facilities a satisfactory day-by-day playground program throughout the year is out of the question in most parts of the country.

A much larger total number of hours of active use is possible on the year-round playground than on the area open for a few months only. Consequently a city is justified in spending more money for the development of a playground to be open all year. Lights are installed on game courts and general play areas, special surfacing is laid to permit year-round play and additional play equipment is provided. These factors all influence the planning and carrying out of the program.

Another respect in which many year-round playgrounds differ from others is that they are conducted by people who are employed for full time year-round service. Where playgrounds are carried on only during the summer, fall or spring, leaders are employed for part time only. Often such service is incidental to their chief occupation. The workers on a playground are likely to change from year to year or from season to season, making a continuing program or a close relationship between children and leaders difficult to attain. Where the playground is the major concern of the director throughout the year, he is likely to give it his wholehearted attention. He comes to know the people of the neighborhood and their play interests; consequently he can plan and carry out a program based more nearly on existing needs than would otherwise be possible. Unlike the part-time worker, he has the time to work out more projects and to devote his attention to special groups, thereby making possible a richer and more intensive program. He also assures a close correlation between the indoor and outdoor activities throughout the year.

Another characteristic of a year-round playground program is the greater emphasis upon participation by adults and youth. As a rule, leaders are not on duty during the morning hours, except during vacation periods, because children are in school. In some cities, however, a limited staff conducts morning activities for adults and for very young children. The late afternoon and evening are periods of greatest activity. Since few children attend during the evening, programs for these hours are devoted primarily to activities for young people and adults. This makes of the playground a year-round recreation center for all ages rather than a place where children play during limited periods only. The playground building program should not be confused, however, with the program at many community centers which are organized and conducted independently of the outdoor playground, are often under a different department and with different leaders, and in many cases are open for only a limited number of hours per week.

The content of the year-round program naturally differs in several respects from that conducted on a seasonal basis. In northern sections of the country, for example, it includes winter sports activities such as coasting, skating and snow games in great variety. Holidays such as Christmas, New Year's, Washington's and Lincoln's birthdays, Valentine's Day and others receive special attention. Christmas of all others affords opportunities for music, drama, games, arts and crafts including toy making and mending clubs and other service activities. Because of the long indoor season, special music, drama, arts and crafts, dancing and other groups can be organized to advantage. Social recreation, study and discussion groups are more conspicuous on the year-round program than elsewhere. Club organization, difficult to achieve on a seasonal basis, has an important place on many year-round playgrounds. There is less tendency to stress a special weekly objective or event where the playground is open the year round, but features are more likely to be developed around a natural or seasonal interest such as a holiday or a winter carnival. Inter-playground competition and a highly organized athletic program can be carried on to better advantage at year-round centers because a regular annual classification and registration of all participants can be made and kept up-to-date, groups are encouraged to keep together and unfair practices are less likely to occur because directors become well acquainted with the people who take part.

#### SOME YEAR-ROUND PROGRAMS

The programs which appear below provide a picture of the activities on the year-round playgrounds in several cities. They also illustrate some of the characteristics of the year-round program which have been mentioned.

*Chicago Board of Education:* The calendar of special events for the Chicago school playgrounds includes a list of many and varied activities appealing to children. Unlike most year-round programs it provides almost exclusively for boys and girls; young people and adults in this city are served primarily by the park authorities. Most of the events, even in the winter, are carried on out-of-doors. The following program of inter-playground activities is arranged on a seasonal basis and lists separately the activities for boys and men and for girls and women.

*Inter-playground Activities*

*Girls' and Women's  
Division*

*Boys' and Men's  
Division*

WINTER	Ice skating meets.	Ice skating meets.
	Sled meets.	Sled meets.
	Toy bands.	Ski meets.
	Rug making.	Wrestling.
	Team checkers.	Team checkers.
SPRING	Rope jumping.	Ping pong.
	Hopscotch bounce ball.	Roller skating.
	O'Leary.	Marbles.
	Roller skating.	Pyramids.
	Jackstones.	Baseball events.
	Low organized games.	Scooters and wagons.
	Baseball field events.	Track and field.
	Playground ball.	Basketball free throw.
	Folk dancing.	
	Bat ball.	
SUMMER	Athletic efficiency tests.	
	Sand craft.	Junior softball.
	Volley ball.	Midget softball.
	Puppets.	Intermediate softball.
	Horseshoes.	Pushmobiles.
	Mardi gras.	Horseshoe pitching.
	Track meet.	
FALL	Midget relays.	Volley ball.
	Fieldball.	Touchball.
	Lantern parade.	Tug-o-war.
	Ukulele.	Pushball.
	Story dramatics.	Checkers.
	Individual checkers.	
	Apparatus.	

*Special Activities for All*

Christmas parties.	Hikes.
Holiday parties.	Special craft work.
Valentine making.	Clubs.
Snow modeling.	Educational trips.
Toy making.	



*Oak Park, Illinois:* This suburban city has five well-equipped playgrounds, each with a field house affording facilities for a variety of club and social activities but not for indoor athletic events. The playgrounds are conducted throughout the year by the Playground Board. The Oak Park playground program is especially noteworthy in the degree to which non-athletic activities have been developed. The following list, compiled from a recent annual report, is arranged by type of activity rather than by seasons.

*Athletics:* Track, softball, baseball, basketball, volley ball, horse-shoes, ice hockey, inter-playground leagues for boys classified as senior, junior and intermediate; for girls, as senior and junior.

*Games:* Occasional, traditional, circle, singing, dramatic, mimetic, gymnastic. Table games: ping pong, chess, checkers, bridge.

*Apparatus play, stunts and exercises.*

*Clubs:* Athletic, cooking, dancing, music, aviation, citizenship, junior police, hiking, nature study, bridge, social activities, President's Council.

*Hiking and Nature Study.*

*Swimming and Wading.*

*Dancing:* Classes; tap, ballet, interpretive folk, ballroom, square dances and quadrilles; adult dancing club.

*Tumbling and Acrobatics*

*Orchestras and Toy Symphony.*

*Story-telling.*

*Junior Police*—Junior leaders.

*Mothers' Clubs.*

*Winter Sports:* Tobogganing, ice hockey, skating.

*Recreational Dramatics:* Play production, puppet plays, making costumes, sets and properties.

*Handcraft.*

*Major Events:*

Annual dance demon-  
stration.

Annual May Day.

Junior police day.

Annual track meet.

Valentine parties.

Annual poster contest.

Annual circus.

Pet show.

Puppet plays.

Annual all sports day.

Doll show.

Hallowe'en programs.

Christmas plays and parties.

*Memphis, Tennessee:* There is perhaps no recreation department which issues more attractive, comprehensive and specific program suggestions for the use of its workers than does the Recreation Division of the Memphis Park Commission. It conducts a program of play activities throughout the year serving large numbers of adults as well as children. Outdoor playgrounds are regularly open under leadership from the early part of May until the middle of November. Dur-

ing the winter months activities are carried on for the most part indoors, in playground buildings, schools and other buildings. Playgrounds during the spring and fall are open from 3:00 to 6:00 on school days, all day on Saturday and on Sunday afternoon, except for lighted playgrounds which are open for evening play. During the summer most of the playgrounds are open morning, afternoon and evening.

The following statement, adapted from bulletins issued by the Recreation Division, lists the special activities scheduled at the Memphis playgrounds and centers each week for the year beginning September 3, 1934, and ending August 31, 1935. It indicates the wide and interesting range of activities provided and outlines the possibilities of developing a varied year-round program serving children, youth and adults. Among the features of this program which are worthy of special study and comment are: the transitions from one season to another; special service to organizations and institutions; the variety of individual, club and team activities; the classification of players for athletic competition; the important part taken by advisory boards; the weekly Saturday radio programs; special holiday features; the combination of indoor and outdoor activities and the unusual summer feature events. Many details such as dates, places and names have been omitted but others are included in the following statement because they are important or illustrate the value and necessity of specific details in arranging playground programs. Certain regular features such as the radio programs, club and advisory board meetings have been omitted from some of the week's schedules.

*Week of September 3—"County Fair Day," Friday, September 7.*

Labor Day—drum and bugle corps in parade; all playgrounds open.

Municipal Softball Association summer season league champion elimination tournament starts Thursday night at South Side, Forrest, Guthrie playgrounds.

County fairs on all playgrounds, Friday, the 7th. Medals and badges won on Festival Day and all handicraft articles made during the summer given out.

Hopscotch and box hockey contests.

Radio program, Saturday, Overton playground.

*Week of September 10—"Robin Hood Day," Friday, the 15th.*

Semi-finals in municipal softball elimination tournament.

Jump rope contest for playground girls.

Intra-playground paddle tennis tournament, ladder type.

Women's quilting and picnic at five playgrounds.

Parks night tennis tournament starts at Beauregard, the 11th.

Saturday, the 15th, Glenview carnival.

Radio program, Saturday, Bickford playground.

Staff day, South Side playground, Sunday, the 16th.

*Week of September 17*—"Indian Summer Day," Friday, the 21st.

Playground athletic games start play in the following classifications:

*Boys*—

1. Junior PG boys' touch football—85 pounds and under.
2. Junior PG boys' football—85 pounds to 100 pounds.
3. Intermediate PG boys' football—100 pounds to 118 pounds.
4. Senior PG boys' football—118 to 135 pounds.

*Men*—

1. Adult football—17-25 years of age, 160 pounds and under.
2. Adult football—unlimited as to age and weight.

*Girls*—

1. Junior PG girls' bound bat ball.
2. Intermediate PG girls' schlag ball.
3. Senior PG girls' basketball.

*Women*—

1. Adult women's basketball.

Finals in women's volley ball and baseball.

Inter-adult track and field meet for men and women at Forrest, Guthrie, South Side and Vollentine playgrounds, Friday, the 21st.

Landfair Archery Club and Memphis Archery Association grand shoot, the 22nd.

*Week of September 24*—"Vagabond Day," Friday, the 28th.

Organization of Municipal Football Association.

Men's and women's city-wide outdoor volley ball tournament.

Radio program, Saturday, Gaston playground.

*Week of October 1*—"Nutty Day," Friday, October 5.

Finals in men's and women's city-wide night volley ball tournament.

Final games in Fisher Body Company and Vollentine baseball league.

League games in boys' football.

*Week of October 8*—"Columbus Day," Friday, the 12th.

City-wide boat regatta—Rainbow Lake, Overton Park, Sunday, the 14th.

Fire prevention week.

League games in night and Sunday football.

*Week of October 15*—"Autumn Day," (Campfires) "Fall Play Day," all

playgrounds, Saturday, the 20th.

Opening of nurses' gym classes at General Hospital, Monday and Tuesday at Methodist Hospital.

Men's horseshoe tournament.

Men's and women's city-wide archery meet, Saturday and Sunday.

*Week of October 22*—"Wild West Day," Friday, the 26th; Navy Day and

Ex-President Roosevelt's birthday, Saturday, the 27th.

Playground rodeos.

Men's inter-elimination touch football tournament.

*Week of October 29*—"Hallowe'en," Wednesday, the 31st.

Formal opening of Athletic Building, Fair Grounds, Thursday, November 1; of Peabody Community Center, Friday, and of DeSoto Community Center, Saturday.

Men's indoor softball leagues at Athletic Building.

*Week of November 5—*

Formal opening, Treadwell School Community Center, Saturday.  
Junior and intermediate boys' champion football games.  
Finals in men's night football leagues.  
Boys' football contests.  
Girls' basketball contests.

*Week of November 12—*

Armistice Day parade, Monday.  
First championship game, men's night football leagues.  
Organization of men's indoor softball leagues, Athletic Building.  
Organization of classes and clubs in schools and community centers.

*Week of November 19—*

Men's indoor softball leagues start play.  
Organization of community center pep clubs.  
Radio program (Thanksgiving), Hollywood Community Center.  
Formal opening, Guthrie School Community Center, 7:30 P.M. Monday.  
Formal opening, Hollywood Community Center, Thursday, 7:30 P.M.  
Semi-finals in senior boys' football.  
Second championship game, men's night football leagues.  
Organization of boys' and girls' leagues for Saturday play at all community centers and Athletic Building.  
Organization of intra-volley ball teams for men and women.  
Organization of junior archery club.  
Drum and bugle corps in Spirit of Christmas parade.

*Week of November 26—*

Thanksgiving treasure hunts.  
Thanksgiving programs in all school and community center classes.  
Start of first half of intra-community center volley ball leagues.  
Organization of men's and women's intra-basketball leagues.  
Advisory board meeting, Treadwell Community Center, Saturday.  
Championship game, senior boys' football, Sunday.  
Radio program (toy shops), Peabody Community Center.  
Landfair Archery Club's first indoor shoot.  
Boys' and girls' intra-community center leagues start play.

*Week of December 3—*

Memphis Archery Association's first indoor shoot, Athletic Building.  
"Sports Menu"—Formal opening of Athletic Building, Friday night.  
Christmas toy shops open.  
Program at Veterans' Hospital, Wednesday.  
Organization of boys' and girls' municipal bicycle clubs, Athletic Building, Saturday.  
Organization of young people's clubs in all community centers.  
Officials' and referees' training course for men and women, Athletic Building.  
Men's and women's basketball leagues start play in all community centers.  
Advisory board meetings—Guthrie, DeSoto and Hollywood, Monday, 7:00 P.M.; Peabody, Tuesday, 8:00 P.M., and Athletic Building, Wednesday, 8:00 P.M.

*Week of December 10—*

Junior Archery Club's first indoor shoot.  
Start intra-volley ball leagues for men and women in community centers.  
Radio program (Christmas), Athletic Building.  
League finals in men's indoor softball.  
Horseshoe leagues at Athletic Building start play.  
First half of season in boys' and girls' intra-community center leagues starts play in the following classifications:  
Senior boys' basketball.  
Intermediate boys' basketball.  
Junior boys' dodge ball.  
Senior girls' basketball.  
Intermediate girls' schlag ball.  
Junior girls' bound bat ball.  
Organization of Municipal Basketball Association, Recreation Office, Wednesday.

*Week of December 17—*

Christmas caroling in community center neighborhoods.  
Christmas programs in all community centers.  
Finals in first half, men's indoor softball leagues, at Athletic Building.  
Distribution of toys from Christmas toy shop.  
Young people's club Christmas parties in school community centers.  
Handicraft exhibit in all community centers.  
Radio program (Christmas), Ukulele Glee Club.  
Men's first indoor open archery shoot.  
Selection of fairy tale play by each community center adult dramatic club.

*Week of December 24—"Christmas Day," Tuesday.*

Christmas cheer programs in all institutions near community centers.  
Community Christmas frolics at all community centers.  
Organization of S. O. S. (Safety Organized Skaters) clubs in community centers.  
Christmas parties for Young People's Club in community centers.  
Radio program (Christmas), DeSoto Community Center.  
Invitation basketball and volley ball tournaments, Athletic Building, Thursday.  
Inter-community center field meet, Athletic Building, Friday.

*Week of December 31—*

New Year welcome parties in all community centers.  
League play resumed at Athletic Building and community centers.  
Semi-finals in men's indoor softball championship games.  
Landfair Archery Club's second indoor shoot.  
Radio program (New Year), Guthrie Community Center.

*Week of January 7—*

Girls' doll parties in all community centers.  
Stephen C. Foster Day, Sunday, the 13th, celebrated in all community centers.  
Memphis Archery Association's second indoor shoot.

Finals in men's and women's first half of intra-basketball leagues in community centers.

Finals in men's indoor softball championship games, Athletic Building.

Kite clubs in all community centers.

Advisory board meetings—DeSoto, Guthrie, Hollywood Community Centers, Monday.

Radio program (Stephen C. Foster Day), Hollywood Community Center.

*Week of January 14—*

Robert E. Lee's birthday, Saturday, the 19th, celebrated in all community centers.

Inter-elimination roller skating hockey tournament.

Second half of men's and women's intra-community center basketball leagues start play.

Finals in first half of men's and women's intra-volley ball leagues.

Radio program (Robert E. Lee), Peabody Community Center.

Junior Archery Club's second indoor shoot.

Community center tacky parties.

Ring tennis tournaments at all community centers.

*Week of January 21—*

"Barter Day" in all community centers.

Second half of intra-community center volley ball leagues start.

Men's second indoor open archery shoot.

Paddle tennis tournament at all community centers.

Basketball stunts meet at community centers.

Radio program (Birds), Treadwell Community Center.

Finals in first half of season in boys' and girls' intra-community center leagues.

Exhibition of folk dancing and music in all community centers.

*Week of January 28—*

Bird house building clubs in all community centers.

Landfair Archery Club's third indoor archery shoot.

Basketball free throw tournament at Athletic Building.

"Gay 90's Party" in all community centers.

Kite tournament, Saturday.

Opening of Toy Lending Shop.

Second half starts in boys' and girls' winter athletic leagues.

*Week of February 4—*

Exhibition of athletic program in all community centers.

Memphis Archery Association's third indoor shoot.

Advisory board meeting, five centers, Monday.

Radio program (Valentines), Gaston Community Center.

Ping pong tournament at community centers.

*Week of February 11—*

Valentine programs in all community centers.

Valentines distributed to hospitals and institutions by playgrounds.

Inter-community center finals in second half of men's and women's basketball.

Valentine parties for young people's clubs in all community centers.

Junior Archery Club's third indoor shoot.  
Men's handball tournament, Peabody Community Center.  
Radio program (Valentines), DeSoto Community Center.

*Week of February 18—*

George Washington's birthday programs and parties in all centers, Friday.  
Games in inter-community center basketball elimination tournament start.  
Inter-community center quilting bees.  
Bicycle carnival, Fair Grounds, Saturday.  
Boccie tournament at Athletic Building.  
Men's third indoor open archery shoot.  
Radio program (George Washington), Guthrie Community Center.

*Week of February 25—*

Finals in inter-community center basketball elimination tournament for men and women.  
Bird house exhibit and program at all community centers.  
Entries for tri-state basketball tournament.  
Second half of intra-community center volley ball games start week of March 11.  
Landfair Archery Club's fourth indoor shoot.  
Hobby fairs in all community centers.  
Finals, boys' and girls' winter season in athletics on March 4.  
Dramatic club—exhibition program.  
Paddle tennis tournament at Athletic Building.

*Week of March 4—*

Spring program begins.  
Advisory board meetings—seven centers.  
Memphis Archery Association's monthly shoot, Athletic Building, Sunday, 2:30 P.M.  
Basketball tournaments—men's tri-state basketball tournament starts at Athletic Building, Gaston and Peabody Community Centers; women's tri-state basketball tournament starts play.  
Bicycle club for boys and girls, Saturday at 9:30 A.M., Athletic Building.  
Women's Bicycle Club, 12:00 noon, Thursday, Peabody Community Center.  
Round robin boccie tournament for men at Athletic Building.  
Dramatics—Adult Club of DeSoto Community Center presents play at U. S. Veterans' Hospital.  
Adult Club of DeSoto Community Center presents "They Say," Friday, and "A Poor Married Man," Sunday.  
St. Patrick's Day party, women's gym class officers, Peabody Community Center, Tuesday.

*Week of March 11—*

Archery—Landfair Club shoot, Tuesday.  
Athletic program, Gaston Community Center, Friday.  
Baseball—organization of boys' softball teams to play at Athletic Building.  
Bicycle clubs—boys' and girls' and women's.  
Bird house exhibit in all community centers.  
Boccie tournament for city championship in Athletic Building.

Dramatics—Adult Club of DeSoto Community Center presents "They Say," Monday at Guthrie Community Center.

DeSoto Children's Dramatic Club presents "Society for the Suppression of Slang," Friday.

Horseshoe pitching spring tournament for men, Athletic Building.

St. Patrick's Day celebrations in all community centers.

*Week of March 18—*

Advisory board meetings—seven centers.

Archery shoot, Municipal Association, Sunday.

Baseball—boys' softball teams start play at Athletic Building.

Organization of boys' softball teams to play at DeSoto, Gaston, Guthrie, Hollywood, Messick, Peabody and Treadwell Community Centers.  
Teams from gym and tumbling after-school classes to play on school grounds.

Basketball—semi-final games in men's and women's tri-state tournament.

Bicycle clubs—boys and girls and women.

Children's Cotton Carnival Parade—meeting of P. T. A. Recreation Chairmen, Thursday.

Dramatics—Peabody Adult Dramatic Club presents one-act plays, Friday.  
Carnival, Treadwell Community Center, Saturday.

Gym jamboree—organization of relay teams for boys, girls and women.

Ping pong ladder type tournament in all community centers.

Stilt classes start in all community centers.

"Walkathon," Hollywood Community Center, Saturday.

*Week of March 25—*

Baseball—Municipal Softball Association meeting, Recreation Office, Monday, 8:00 P.M.

Basketball finals in men's and women's tri-state basketball tournaments.

Bicycle clubs.

Dramatics—Messick Community Center girls in operetta at Messick School, Thursday.

Minstrel show by Gaston Community Center Adult Dramatic Clubs, Friday.

Peabody Community Center fourth annual athletic revue, Friday.

Ping pong tournaments in all community centers (elimination type tournaments for community center championship).

Home Talent Night programs in all community centers.

Quilting bee, city-wide, at Peabody Community Center, Wednesday.

Volley ball league champions decided in intra-community center volley ball leagues.

*Week of April 1—*

Advisory board meetings—eight centers.

April 1st parties in all community centers, Monday, "All Fools' Day."

Badminton spring tournament for high school boys and girls.

Bicycle clubs.

Checkers—start signing players for tri-state tournament.

Dramatics—Treadwell Children's Dramatic Club presents "Tom Goes to London" and Women's Dramatic Club presents "The Fortune Teller," Saturday.



Hollywood Children's Dramatic Club presents a musical pantomime, "Dick Whittington and His Cat," Saturday afternoon.  
Ping pong, city-wide tournament starts.  
Play night, Gaston Community Center, Friday.  
Stilt contest in all community centers, Saturday.  
Teas—spring open house in all community centers.  
Tennis classes for women start at Gaston Community Center.  
Tennis, first city-wide invitation indoor tournament, Athletic Building.  
Volley ball, inter-elimination community center tournament for men and women.

*Week of April 8—*

Archery shoot, Memphis Association, Sunday, the 14th.  
Baseball—organization of men's softball leagues to start spring play next week.  
Bicycle clubs.  
Checker champions decided in all community centers this week.  
Dramatics—Children's Dramatic Club of Gaston Community Center presents "The Shoemaker and the Elves," Monday afternoon.  
Gym jamboree, eighth annual, Friday, 8:00 P.M. at the Athletic Building—closing program.  
Play class of Peabody Community Center picnic, Overton Park, Wednesday.  
Volley ball—men's and women's city-wide tournament starts play at Athletic Building and Gaston Community Center.

*Week of April 15—*

Advisory board meetings.  
Archery—Landfair Club shoot, first outdoor meet.  
Official opening, outdoor archery range, Fair Grounds.  
Spring classes for children and adults.  
Barter Day for plants and seeds in all community centers.  
Baseball—organization of men's hard baseball leagues; organization of boys' hard baseball leagues for play at Bellevue and Fair Grounds; men's spring softball leagues start play.  
Bicycle clubs.  
Sixteenth annual bunny rabbit egg hunts on all playgrounds, Easter Saturday.  
Concert, Sound Wagon, Overton Park, Easter Sunday.  
Dramatics—Hollywood Adult Dramatic Clubs present "Gypsy Jazz" and "A Mad Breakfast," Thursday.  
Adult Dramatic Clubs of Gaston Community Center present fairy tale plays, Wednesday.  
Children's Dramatic Club of Guthrie Community Center presents "Hansel and Gretel" and "The Crystal Slipper," Monday.  
Play class of DeSoto Community Center picnic at Overton Park.  
Tennis courts—official spring opening.  
Volley ball—finals in city-wide tournament for men and women at Gaston Community Center.

*Week of April 22—*

Archery—Municipal Association shoot, Sunday, outdoor range, Fair Grounds.

Organization of adult bicycle club for men and women.

Checker tournament finals in men's tri-state tournament at Peabody Community Center.

Closing program and demonstration of fall, winter and spring activities at four community centers.

Closing program, Peabody Community Center play class, Friday at 10:00 A.M.

Closing, ballroom dancing class, Gaston Community Center, Saturday.

Dramatics—Adult Dramatic Club of DeSoto Center presents "The Boor" and "The King Who Burned the Cakes," Friday.

Program at Bellevue Junior High School by folk dancing class and ukulele glee clubs held at Bruce and Bellevue Junior High School.

Exhibition of adult handicraft and quilting at community centers.

Children's musical fiesta, Gaston Community Center, Friday.

Playground leagues for boys' and girls' spring athletics start play.

Tennis tournament for women.

*Week of April 29—*

Advisory board meetings—six centers.

Archery—men's first spring outdoor meet.

Bicycle clubs—boys and girls and women; adult club for men and women.

Closing programs and demonstration of fall, winter and spring activities at four community centers.

Cotton Carnival Children's Parade—opening of float headquarters.

May Baskets taken to hospitals and shut-ins on May Day, Wednesday, by Ukulele Glee Clubs.

Playground tennis tournament—solicit entries of boys and girls.

*Week of May 6—*

Baseball—men's twilight softball leagues start at Beauregard, Forrest, Gaston and Guthrie playgrounds, 9:30 A.M.

Cotton Carnival Children's Parade and Ball, Friday—theme, "Golden Dreams of Childhood."

Mothers' Day, Sunday, May 12.

Musical contests on each playground in observance of national music week.

Radio program, Saturday—all community center program.

*Week of May 13—*

Archery.

Marbles and hopscotch tournaments on all playgrounds.

Playgrounds open under supervision each afternoon and all day Saturday.

Chi Omega Spring Festival, Saturday.

Tennis tournament—playground tournament for boys and girls and women's tournament start play.

*Week of May 20—*

Angling contest, Rainbow Lake, Overton Park.

Archery.

Bicycle clubs.

Playground neighborhood canvass, all week.

Quilting Club picnic, Overton Park, Thursday.

Top spinning and jackstone contests on all playgrounds.

Tennis semi-finals in playground tournament for boys and girls.

*Week of May 27—*

Archery—men's spring outdoor meet, Sunday.

Baseball—Junior American Legion hard ball teams organized.

Boat regatta—spring meet, Overton Park, Sunday.

Bicycle clubs.

Gym demonstration program and closing exercises, General and Methodist

Hospital nurses' classes.

Jumping rope contests on each playground.

Playground canvass of neighborhood each morning.

Sidewalk tennis tournament on each playground.

Tennis tournament finals for playground boys and girls.

*Week of June 10—*

Summer playground season begins.

Special day, "Come and See Your Playground"; National Flag Day, Friday.

Registration books open.

Water in all wading pools.

Formal opening of new field house, South Side Playground.

"Play Time" pageant, Overton Park, Friday evening at 8:00 o'clock.

*Archery*—Memphis Archery Association shoot, Fair Grounds range, Sunday at 2:30 P.M.

*Athletics*—American Legion junior boys' baseball games; leagues start play at Bellevue Playground, Tuesday and Wednesday.

Boys' baseball clubs decide league champions, Fair Grounds.

Playgrounds start boys' tumbling.

Organization of all playground athletic teams for boys and girls.

Organization of all playground adult teams and leagues.

Men's softball teams playing organized baseball at night.

*Contests*—Jumping rope (girls); marbles (boys).

*Creative Play*—Start making lanterns; organize adult quilting clubs.

*Neighborhood*—Organization of playground safety councils.

Playground Advisory Committee appointed.

*Swimming*—Playground Saturday morning swimming classes, Fair Grounds and Malone.

*Week of June 17—*

*Special Day*—"Pet Show and Parade."

*Archery*—Landfair Archery Club's championship shoot, Sunday.

*Athletics*—Boys' baseball clubs decide championship at Fair Grounds.

Municipal Baseball Association ends first half of season, Sunday.

Intra-playground adult tennis tournament.

*Contests*—O'Leary and washer.

*Creative Play*—Start playground crib quilts; peep shows; daily sand modeling.

*Swimming*—Women's morning swimming classes, Fair Grounds pool, Tuesday and Friday mornings.

*Week of June 24—*

*Special Day*—"Parents' Day" home talent program; doll show and "all on wheels" contest.

*Athletics*—Women's intra-volley ball teams start play.

Men's twilight volley ball leagues start play.

*Contests*—Organization of men's and women's croquet clubs.

Men's intra-horseshoe pitching tournament.

Intra-playground paddle tennis tournament for boys and girls.

*Creative Play*—Display of peep shows; doll show.

Playground swimming party and treasure hunt, boys and girls 17 years and over, Municipal Pool, Wednesday.

*Week of July 1—*

*Special Day*—"Independence Day," Thursday, the 4th—neighborhood picnics and programs on all playgrounds; patriotic pageant and lantern parade, Rainbow Lake, Overton Park, 7:30 P.M.

Bickford Day, Saturday.

*Archery*—Municipal archery shoot, Sunday.

*Athletics*—Intra-playground athletic season starts for boys and girls in all competitive sports.

Final date for releasing players in Municipal Softball Association, Monday, the 8th.

Inter-adult tennis tournament.

*Contests*—National boys' and junior tennis tournament starts.

Playground ring tennis tournament.

Girls' jackstone tournament starts.

Boys' checker tournament starts.

*Creative Play*—Lantern parade at Rainbow Lake.

*Week of July 8—*

*Special Day*—Wading pool carnival and lantern parade—playground bathing beauties, miniature boat regattas, water pageants.

"Learn-to-Swim Week."

*Archery*—Landfair Archery Club shoot, Tuesday.

*Athletics*—Golf putting teams start play on playgrounds.

Final date for releasing players in Municipal Baseball Association, Monday, the 15th.

Advanced senior girls' playground baseball teams start inter-playground season.

*Contests*—Playground girls' hopscotch tournaments.

Playground boys' horseshoe tournament.

Picnic for playground girls and boys, 17 years and over, Overton Park Casino, Wednesday.

*Creative Play*—Lantern parade on each playground; sand modeling exhibition; boat regatta.

*Swimming*—Wading pool swimming lessons; learn-to-swim week, swimming lessons every day at Malone Pool.

*Week of July 15—*

*Special Day*—"Home Coming Day" and playground birthday parties, boys' minstrel shows, puppet shows.

*Athletics*—Inter-playground senior boys' softball leagues start play.

Junior boys' American Legion baseball league champions decided.

Women's volley ball inter-tournament starts play.

*Contests*—Softball contests for girls; softball throw for distance for boys.

*Creative Play*—Puppet shows.

*Swimming*—Exhibition of women's morning swimming class, Fair Grounds.

*Week of July 22—*

*Special Day*—"Enchanted Week," general announcement of playground fairy tale pageant.

*Athletics*—Junior boys' American Legion baseball championship play-off.

Intra-playground champions decided in ladder type paddle tennis tournament, Friday.

*Contests*—"Inter-city" radio track and field meet.

Intra-playground adult checker tournament.

Playground boys' mumblety peg tournament.

Playground girls' mill tournament.

*Creative Play*—Playground crib quilts finished; circus animals.

*Week of July 29—*

*Special Day*—"Playground Circus Days."

*Athletics*—Municipal softball league championship games.

Advanced senior girls' and boys' inter-playground field meet, Vollentine Playground, Saturday.

*Contests*—Playground boys' box hockey tournament.

Playground girls' box hockey tournament.

*Creative Play*—Start making country dolls.

*Swimming*—Playground children's junior life saving test.

*Week of August 5—*

*Special Day*—"Vagabond Day"—tumbling exhibitions.

*Athletics*—Intra-playground league champions decided in all playground sports.

Municipal softball champions decided in restricted and non-restricted leagues.

Inter-playground adult croquet tournament.

*Contests*—Athletic badge tests, boys and girls.

Inter-playground men's horseshoe tournament.

Adult city-wide croquet tournament.

*Creative Play*—Stunt on national fiesta day.

*Swimming*—Inter-playground meet, Malone Pool, Tuesday.

*Archery*—Landfair Archery Club shoot, Tuesday.

*Week of August 12—*

*Special Day*—"Safety and Sports"—safety oratorical contest, safety plays.

Municipal Archery Association shoot, Sunday.

*Athletics*—Commercial Appeal Recreation Department softball tournament starts play on all lighted playgrounds.

Sectional elimination tournament in all playground sports.

*Creative Play*—Playground children finish country dolls.

*Contests*—Intra-playground field meet for boys and girls.

*Swimming*—Playground boys' and girls' swimming tests, Fair Grounds and Malone Pools.

#### *Week of August 19—*

*Special Day*—"National Fiestas."

*Athletics*—League champions decided in all adult games.

Sectional champions decided in all playground sports.

Semi-finals in playground sports.

*Creative Play*—All creative play articles on exhibit and ready to send to play festival.

*Radio Program*, Saturday—"All Playground Program."

#### *Week of August 26—*

*Special Day*—"Play Festival"—fourteenth annual play day, Overton Park, Thursday.

*Archery*—Southern archery meet, September 1 and 2.

*Athletics*—Finals in adult games; finals in Commercial Appeal-Recreation Department softball tournament.

Municipal baseball city champions decided.

City championship decided in all playground sports.

*Contests*—Inter-playground field meet and play festival, Overton Park.

*Creative Play*—All children display creative play articles in playground tents at play festival.

*Radio Program*, Saturday—Special program by Champion Playground, 1935.

### DAILY AND WEEKLY SCHEDULE—PORTOLA RECREATION CENTER, SAN FRANCISCO

The year-round programs which have been presented outline the events which are scheduled throughout the season. The *daily* schedule at the individual playground is of equal importance and the one which follows illustrates how a playground building is utilized morning, afternoon and evening throughout the week. The Portola building, one of the centers conducted by the San Francisco Recreation Commission, is on a large playground which has a staff of ten workers. Among the center's facilities are a gymnasium with seating facilities and stage, kitchen, music room and club rooms. The nursery school and piano classes were provided through the Emergency Educational Program and the E.R.A. A schedule for the use of the gymnasium during the evening permits its use by four different groups for 50 minute periods each, beginning at 6:45 and stopping at 10:05. As the schedule indicates, a wide range of activities is carried on at the center and many of them are conducted on the club basis.

## MONDAYS

- 8:30 A.M. Nursery school.  
 1:00 P.M. Mothers' piano class.  
 2:00 P.M. Adult piano class.  
 2:30 P.M. Children's piano lessons.  
 3:30 P.M. Wood carving.  
 3:30 P.M. Story play.  
 4:00 P.M. Nahkicuwa Campfire Girls.  
 4:00 P.M. Tawasia Campfire Girls.  
 7:00 P.M. Game room.  
 7:45 P.M. Crusaders.  
 8:00 P.M. Adult tap dancing.  
 8:00 P.M. Adult dramatics.  
 8:30 P.M. Pals.  
 8:45 P.M. So-Ats.

## TUESDAYS

- 8:30 A.M. Nursery school.  
 10:00 A.M. Women's sewing class.  
 2:30 P.M. Children's piano lessons.  
 3:30 P.M. Boys' play hour.  
 3:30 P.M. Toy symphony.  
 4:00 P.M. Portola rhapsodies.  
 4:00 P.M. Junior glee club.  
 4:15 P.M. Girls' tumbling and gymnasium.  
 7:00 P.M. Game room.  
 7:30 P.M. Ship 62, Boy Scouts of America.  
 7:45 P.M. Comets.  
 8:00 P.M. Aeros.  
 8:00 P.M. Aeroettes.  
 8:45 P.M. Wolverines.

## WEDNESDAYS

- 8:30 A.M. Nursery school.  
 10:00 A.M. Adult Italian class.  
 1:30 P.M. Mothers' club.  
 2:30 P.M. Women's glee club.  
 2:30 P.M. Children's piano lessons.  
 3:30 P.M. Boys' harmonica class.  
 3:30 P.M. Wood carving.

- 3:30 P.M. Girls' sewing.  
 3:45 P.M. Intermediate Girls' Glee Club.  
 7:00 P.M. Game room.  
 7:30 P.M. Shamrocks.  
 7:30 P.M. Orchestra practice.  
 7:45 P.M. Skulls A. C.  
 8:00 P.M. Benedicts.

## THURSDAYS

- 8:30 A.M. Nursery school.  
 10:00 A.M. Women's gymnasium.  
 2:45 P.M. Rhythms.  
 3:30 P.M. Elementary tap dancing.  
 3:30 P.M. Advanced tap dancing.  
 4:30 P.M. Folk dancing.  
 7:00 P.M. Game room.  
 7:00 P.M. Troop 74, Boy Scouts of America.  
 7:30 P.M. Parakeets.  
 7:45 P.M. Rhythmettes.  
 8:00 P.M. Portola Club.  
 8:00 P.M. Adult social dancing.  
 8:00 P.M. Silver Spads (Jr. Bird-men).

## FRIDAYS

- 8:30 A.M. Nursery school.  
 2:30 P.M. Children's piano lessons.  
 3:30 P.M. Natural dancing.  
 3:45 P.M. Puppetry.  
 4:15 P.M. Girls' tumbling and gymnasium.  
 4:15 P.M. Social dancing.  
 7:00 P.M. Game room.  
 7:30 P.M. Vandals A. C.  
 7:45 P.M. Midgets.  
 9:00 P.M. College Hill girls.  
 9:30 P.M. College Hill A. C.

## SATURDAYS

- 9:00 A.M. Piano lessons.  
 10:00 A.M. Clubs—B. S. A.

## SPECIAL PHASES OF PROGRAM PLANNING

There are other phases of program planning with which the playground worker should be familiar. Detailed plans must be made well in advance of such special events as the field day, circus or play-

ground pageant, and these plans will influence the scheduling of daily or weekly activities. The preparation of schedules for athletic leagues, the routing of special activities supervisors so all playgrounds may have the advantage of their services, the arranging for periodic use by playground groups of a facility such as a swimming pool, are typical examples of program-planning problems.



## CHAPTER XV

### METHODS OF ORGANIZING AND CONDUCTING ACTIVITIES

A beginning playground leader may be convinced of the importance of building the play program on the natural interests of children but he may not know how to discover these interests. He may believe in the value of athletic leagues but not know how to start one on a playground. He may be an expert in building model boats but be at a loss to know how to interest boys and girls in constructing ship models. The following discussion attempts to answer some of these questions and gives practical suggestions for putting into practice some of the theories and principles of play leadership dealt with in previous chapters.

The suggestions do not represent a standardized step-by-step procedure for organizing a playground program. Standard rules can be formulated for taking care of equipment and supplies and for certain other phases of playground management, but rigid rules cannot be set down for conducting activities or dealing with children. Children are too variable, playgrounds are too different, and the personalities of leaders are too dissimilar. Individual leaders must work out their own methods, but it will help them if they know the situations they are likely to encounter and the experience of others who have preceded them. The suggestions in this chapter are based on successful practice and are offered as a guide to beginners, not as an inflexible code of conduct.

#### OPENING DAY ON THE PLAYGROUND

For simplicity, the discussion starts with the opening day on the playground. It is assumed that the playground serves children from six to sixteen, is adequate in size, and is well equipped. The director is well trained but inexperienced. He is the only leader.

The situation is purely hypothetical. Actually, it is undesirable to have a totally inexperienced leader in complete charge of a playground serving children of all ages. However, the imaginary situation makes possible a simpler and more complete discussion of the subject. If it were treated from the point of view of an experienced leader, many

elementary questions on the organization of a playground program would naturally be left out.

The opening day on any playground is "get-acquainted" day for the new leader. Before starting activities or making any program plans, he should get acquainted with the playground to find out what equipment and facilities it provides, where the supplies are, whether or not the grounds and apparatus are in good condition. After doing so, he will want to get acquainted with the boys and girls on the playground. Until he has discovered who's who among the children and has established a friendly relationship with them, the director cannot plan a program intelligently or conduct activities with success.

Inexperienced directors sometimes make the mistake of being too eager to start activities on the first day or too obviously intent on "lining things up" for the season. The program will develop naturally and more soundly if the director first creates a feeling of rapport between himself and the children and then keeps on the alert for any wishes or interests they express.

When he enters the playground on the first day, the director will therefore want to spend a little time "getting the feel" of the playground. While he is doing so, some of the children who are curious to meet the new director may gather around him, ask him questions about himself and about the plans for the coming summer. This will give him an excellent opportunity to start a conversation. If they do not, he might casually wander over to some of the groups of boys and girls on the playground and start to chat informally with them. In his early conversations the director should be careful not to dominate the conversation or patronize the children. Their response will be warmer and their respect for the director greater if he treats them not as "pupils" but talks with them in the same way he would with new boy and girl acquaintances off the playground.

A beginning director will have some qualms about this first day. He may wonder if there are going to be any children on the playground when he gets there; if they are going to like him; what he will do if they don't, and what he should start talking about. He may reassure himself with the knowledge that children have an effective "grapevine" system. On every playground there are usually some loyal "stand-bys" who know when a new director is coming, who he is, where he has gone to school, or where he works during the winter. They are especially well informed on any attainments he may have in the field of sports. Occasionally a new director arrives on the playground the first day and finds that the children are indifferent to his presence but this is the exception rather than the rule. Ordinarily his reputation, or at least the information that a new leader is to make his appearance on the playground, has preceded him, and the children are anxious to meet him and to get to know him. Sometimes they

affect disinterestedness because they are shy or because they want to "size up" the director. But if the director makes any overtures of friendliness they are usually quick to respond.

After getting his bearings and talking with the children for some time, the director will sooner or later have an opportunity to ask them if they wouldn't like to play a game of some kind. As a rule they will be eager to participate if he suggests a game most boys and girls like to play. For older boys the game will probably be softball. For girls it may be softball, volley ball or a game like hopscotch. Since the leader is interested chiefly in getting acquainted with the children on this first day it is generally a good idea for him to play in the game himself. In doing so he can learn which children play well, what their attitude is toward each other during the game and who the boy and girl leaders seem to be. After the game is under way, the leader might drop out and stand on the sidelines with the players who are waiting their turn. This will give him another good chance to observe the children in action.

### INFORMAL, PRE-SEASON LEAGUES

The director's next concern is to interest the children in returning to the playground the next day and the day after, and to interest other children in coming to the playground. When they have finished their first game, therefore, the director might ask the players how they would like to organize a pre-season or "peanut" league, as it is called in some places. Ordinarily the boys and girls will be quite enthusiastic to form teams and if more children are needed they will make it their business to spread the news in the neighborhood. This first league should be a very informal one. The director must be careful not to commit himself to promises which he will have to hold to for any length of time for he is not yet in a position to know the playground or the children as well as he should to organize activities on a permanent basis.

A playground director who has had considerable success in organizing activities finds that an informal pre-season league in baseball or a similar game is one of the best means of starting the playground program and of getting children to come to the playground at the very beginning of the season. He organizes this first league on a neighborhood or street basis because the most natural play group usually exists around a neighborhood block or street. Here are boys and girls who are already friends, who go to school together and who play their own games during the evening or when the playground is closed. Usually a feeling of rivalry exists between groups on adjoining streets. Sometimes this rivalry is friendly; sometimes it is antagonistic. If the feeling between adjoining neighborhood groups is

friendly, and the leader can sense immediately whether it is or not, the boys and girls will be only too anxious to engage in competition on a neighborhood basis. If there is a strong feeling of antagonism between neighborhood groups it may be better for the leader not to organize a league on this basis until he is surer of himself and his leadership. Competition may only sharpen the resentment between such groups. The league itself might still be a good idea, but to avoid any possible difficulty so early in the season, some other plan of organization ought to be followed.

On some playgrounds there may not be enough boys to form a softball league of three or four teams. If not, some other game might be substituted such as one o' cat, kick ball or shinny which do not require a stated number of players. The informal league idea is still good, however, for it gives the children something definite to come for and puts the responsibility on them for getting other players for their team.

#### ATTRACTING THE YOUNGER CHILDREN

If there is only one director on the playground he will probably give his first attention to the older boys and girls because they are easier to organize and are more articulate in expressing their desires. After getting them started, however, the director—whether a man or a woman—should give his attention to the younger children who need his leadership as much as the older boys and girls do, even though they cannot make their needs felt as easily. Getting acquainted with this group does not present any great difficulty. Little children are quick to appreciate gestures of friendliness and expressions of interest in their activities. By commenting on their sand or apparatus play or saying the magic words "Let's play," a leader can unfailingly gather around him a nucleus for practically any activities he wants to start for this age group.

On the first day or two, however, the director may find that the number of children under 9 to 10 years present on the playground is very small. If he does he will probably want to take steps to attract other children of this age to the playground. Any activity which is especially suited to young children and is dramatic in its appeal will accomplish this purpose. A doll or pet show or a costume parade will attract great numbers of children. The event does not need a great deal of formal advertising. The news that the playground is going to have a parade or a show of some kind seems to spread through the neighborhood like wildfire. As the preparations for it progress, more and more children make their appearance on the playground.

Special events which are conducted during the first week must be easy to organize because of the little time there is to get ready for

them. But they should involve some preparation, for it is in the activities which precede the event—such as making posters and preparing simple costumes—that the leader has the opportunity to get to know the newcomers personally and children get the taste of a day-to-day program which makes them want to return even after the special affair has taken place.

An inexperienced leader may wonder why so much stress is put on attracting children to the playground and on advertising the program. If the playground is in operation year after year, won't the children come automatically when school closes? On a playground which is open during the year or during the spring and fall as well as in the summer months, it may not be necessary to advertise the opening of the playground or to give so much attention to getting acquainted with the children during the first week. But where playgrounds are open only during the summer months, and are not located on school grounds, the children get out of the habit of going to the playground during the school year. As was mentioned earlier, there are always some old "stand-bys" who can be counted on to return, but the majority of the children seem to need a reminder that the playground is open and that interesting and exciting events are taking place which they cannot afford to miss.

### ORGANIZING A DIVERSIFIED PLAY PROGRAM

After the get-acquainted preliminaries of the first few days, the director must begin to make plans for organizing a diversified play program which is self-operating to a large extent. As pointed out in previous chapters, the playground should offer a rich variety of activities for children from 6 to 16. It should include games and songs, dances, arts and crafts and drama. On a playground serving from 50 to 400 children, where only one or two directors are in charge, this is not possible unless a great many of the activities are self-directing or are carried on under the leadership of responsible boys and girls as suggested in Chapter IX. For instance, if the director coaches or umpires all the softball games he will not have time to develop other activities and his program will be "baseball top heavy." If he spends all his time teaching boys to make model boats he will discover that the boys who want to play baseball have gone elsewhere.

A playground director cannot hope to supervise personally each activity. His chief function as a leader is to discover interests, start activities and encourage participation, but as soon as activities are under way to withdraw in order that he may give his attention to other individuals and groups on the playground. Some groups will be able to continue under their own direction; for others the director will have to enlist capable boy and girl leaders. The opportunity which

the playground affords for children to carry out their own play projects in a safe, attractive environment is one of its greatest contributions to a happy, constructive play experience.

Certain duties such as umpiring league softball games and teaching model aircraft require special abilities on the part of the leader. Before starting such activities, therefore, the director should make certain that there are individuals on the playground who are capable and willing to assume responsibility for carrying them on. For most of the day-to-day activities, however, the director can recruit leaders informally. Older boys and girls are complimented to have the leader say, "Johnny, you're a pretty good athlete. How about teaching those little boys how to play kick ball?" Or, "Betty, wouldn't you like to play farmer in the dell or London Bridge with these little boys and girls?" Sometimes the director may have to start the game himself and then ask one of the boys or girls in the group or on the sidelines, who is capable of leadership, if he wouldn't like to continue while the director does something else. In withdrawing from the game, however, the director does not completely transfer responsibility to the boy or girl whom he leaves in charge. He must keep his eye on the game so that he can change it quickly if interest wanes and the junior leader is not skillful enough to change to another activity. He must also keep on the alert for any difficulties which might arise between the players or between the players and the leader and must anticipate any rowdyism or disciplinary problems.

Singing games, simple relay races and some of the simpler team games can be handled by recruiting leaders informally in this way. The children will play certain traditional group games under their own direction, if the leader starts the activity or encourages the children to take part in it. Among such games are prisoner's base, hats on deck and stealing sticks. Games with simple rules like checkers, box hockey, roller skate hockey, paddle tennis, ring tennis, bull board and ring toss will be played by the children without direction if equipment is provided. Children also play of their own accord jackstones, hopscotch, marbles and mumblety-peg, although occasional tournaments and contests in these games add spice and novelty and may revive waning interest. In order that the playground program may have variety and the children have the chance to develop the imaginativeness and resourcefulness that come from playing their own games, the director will want to provide equipment and opportunity for many of these games.

#### INTRA-PLAYGROUND LEAGUE ORGANIZATION

The athletic games can be made largely self-operating by organizing them on an intra-mural league basis. While the pre-season league is in progress, therefore, it is a good idea to start "talking up" a more per-

manent league. The pre-season league is not absolutely essential to a more permanent league but it does make the latter much easier to organize.

In organizing playground leagues, the director must recognize certain essential differences between them and school leagues. In the first place, on the playground boys and girls can drop out of the games or the league itself more easily. Some may lose interest; others may leave in spite of all the leader can do to prevent dissatisfaction; others may stay away because of a picnic, a family reunion or a vacation away from home. For this reason playground athletic leagues must be organized in such a way that substitutions and changes can be made easily throughout the season. Secondly, playground teams must be more self-reliant. Disputes and differences between players are almost certain to arise and are harder to settle because a playground director cannot give the teams the close supervision a coach or physical education teacher can give a school league. To protect himself, the leader should put the chief responsibility for settling arguments on the children themselves. In this way he will increase their opportunities for character growth and will, at the same time, save himself from having to take sides in disputes.

In the third place, classification of boys and girls on the playground for leagues and other competitive events presents unique difficulties. It is generally agreed that the combination of age-height-weight provides the most accurate basis of classification. Because of the work involved and the difficulty of determining the age of participants, this system as a rule is not practical for summer playgrounds. For the same reason, age—which is considered the next most reliable system of classification—is not always feasible. Weight is generally conceded to be preferable to height and is the basis used on many playgrounds today. In order to administer this classification successfully, however, it is almost essential that the playground provide a scale so that disputes may be settled readily. In cities where scales are not provided, height is sometimes used as a basis for grouping children for competition in playground events. For activities which are not too strenuous, this basis may not be open to serious objections, but where competition is keen or a great deal of skill or exertion is required, its use is questionable.

### AN INTRAMURAL SOFTBALL LEAGUE

The following account of the organization of an intramural softball league may be of help to inexperienced playground directors. Inter-playground leagues are not discussed in this chapter because rules are usually drawn up by the central office or the supervisory staff. This discussion deals only with problems which primarily concern the individual director. The plan described here was developed by a direc-

tor of many years' experience and takes into account the problems peculiar to league competition on summer playgrounds. The same principles and methods may be followed in organizing similar leagues in other sports.

The athletic program is begun with the organization of a pre-season league as described previously. This is loosely organized and extends for only a short time, usually about ten days. During this period the director has an opportunity to get acquainted with the boys, to know which of them excel in certain positions and who the dependable players are. When he is ready to organize a more permanent league, he decides how many teams should be organized, calls together an equal number of boys and talks over plans with them. The boys selected are the more reliable players. They are appointed team captains by the director.

All playground leaders would not agree that it is desirable for the director to select the team captains himself. However, this director feels it is necessary because the boys might otherwise choose boys who are popular and good players but who are irresponsible and cannot be depended on to carry the league through the season. In a school league which is under close supervision this might not be important, but on a playground the director must be able to delegate a good deal of responsibility to the individual captains, or the league will fail. In order to give the boys some voice in electing officials the director permits them to choose a team manager and a representative to the board of arbitration which is described later. The elected officers do not participate in the organization meeting.

During this first meeting the director asks the captains to list the names of all boys on the playground who may be interested in playing in the league as well as the class for which they are qualified. The list is posted on the bulletin board and the announcement is made that the teams will be organized on a certain day, usually about a week later. This gives the boys a chance to "talk-up" the league and to get other boys interested.

On the day the teams are to be selected the captains get together and each in turn is given a chance to select a player for each position on the team. For example, if there are four captains, No. 1, who has drawn his position by lot, is given first choice of a pitcher. After he has made his choice, Nos. 2, 3 and 4 choose pitchers for their teams in respective order. Then captain No. 2 chooses a catcher and Nos. 3, 4 and 1 in turn choose catchers for their respective teams. In this way teams are usually evenly matched.

It may develop, however, that some boys will prefer another team to the one to which they have been assigned. Or one team will have a losing streak in spite of the fact that teams are evenly matched. In order that questions or disputes which might threaten the league can



be quickly settled by the boys themselves, a board of arbitration is formed which has the same powers as similar boards in professional baseball. The board meets once a week and arbitrates protests, decides questions relating to the league and exchanges players. It is composed of the captain and an elected representative from each team. The idea of having a board of arbitration appeals greatly to the boys because they "like doing things like the big leagues."

This director has found, as have other play leaders, that children like things that are done well and show more respect for the director and for the playground when activities are conducted according to the highest standards. For this reason he is careful that ball diamonds and special play areas are always lined off exactly right. Good officials are furnished for all games. For important league games in softball, he provides base as well as strike umpires. To sustain interest in the league, batting and fielding averages are publicly posted. Usually this responsibility is delegated to a boy who is not interested in playing in the league but is willing to keep individual averages and team standings and to post them on the bulletin board daily.

During the course of the playing season, occasional games are scheduled with pick-up teams from the other parts of town or from one of the other playgrounds. As a league draws to a close a baseball play day is organized to keep up the enthusiasm of the players and to bring the league to a fitting climax. The affair is staged with color and flourish, as all special days should be. The program includes baseball throws for accuracy and for distance, a run around the bases and a throw around the bases tournament. To add zest to the affair, outstanding players from other playgrounds are invited to take part. Points are given for each event instead of separate awards, in order to encourage individuals to participate in the entire program. Awards of ribbons and wooden plaques are made in the playground handcraft clubs.

Many playground leagues are organized more informally than the one described. For any league to be successful, however, it must take into account the problems peculiar to playground competition, as this one does.

#### COACHING AND INSTRUCTION ON THE PLAYGROUND

A discussion of league organization naturally brings up the question of coaching on the playground. Because of his many responsibilities a playground leader is limited in what he can do personally to coach individual players in athletic games, or to instruct boys and girls in other play activities. Yet the development of skills is one of the fundamental objectives of a play program and leaders should do what they can to help boys and girls acquire play skills. Here, again, boy and girl leaders can assist the director a great deal in teaching the younger or

less experienced children. If the director has an assistant, one leader can take a group for an instruction or coaching period while the other assumes the responsibility for the general supervision of the playground. If the director has no assistant, he can, in addition to recruiting boy and girl leaders to help him, do some teaching while he is organizing activities. For example, when he is getting the boys started playing softball, he can show a player who is having difficulty how to hold a bat correctly. Or in starting a crafts class he can demonstrate the correct way of handling tools. He can also take a group for special instruction during the late morning or afternoon hours or during other periods when attendance is low. This is the time when he can coach the younger boys in softball, or a woman leader can teach the girls some of the more difficult steps of a dance.

The question of giving instruction raises another which frequently gives a great deal of concern to inexperienced directors. What should a leader do when the children in a group which he is leading ask to play a game he doesn't know? Will he lose prestige if he admits his ignorance of the game? Should he suggest another in its place? The problem is bound to arise with experienced as well as inexperienced leaders. No individual can be expected to be personally skilled in all the activities included in a playground program.

The answer can be given without equivocation. If the director's prestige is well established he will not lose his status with the group if he admits he doesn't know the game. Instead of suggesting another in its place, he might ask the boy or girl who mentioned it if he wouldn't like to teach it to the group. The child may not be able to take entire charge of the group for the activity, but with the leader's assistance he may be able to explain the activity well enough for the group to follow his directions. Handling the situation in this way gives an opportunity for self-expression to children who might not have it otherwise. At the same time the leader increases his repertoire of play activities by learning new ones from the children.

### ORGANIZING NON-ATHLETIC ACTIVITIES

So far the chapter has dealt primarily with the organization of games and sports. The athletic program will appeal to large numbers of children, but the games will not keep any of them occupied during the entire day. If league games are played in the morning, the boys and girls will be free in the afternoon for other activities. Or while the ball diamond or volley ball court is occupied by one group, other boys and girls will be awaiting their chance. There will be still other children who are not at all interested in athletic competition. From the very beginning of the season, therefore, the director will want to organize other types of play activities to augment

the game program—crafts, music, drama, folk dancing, story-telling.

One of the most effective ways of creating an interest in a craft activity is for the director to work on a project himself. If he appears on the playground working on a model airplane or carving a boat, some of the children will be almost sure to gather around, asking questions or permission to try it themselves. If the director has some additional materials and tools handy, the children will soon be engrossed in making their own creations.

Another way of developing the children's interest in making things is to suggest activities which require equipment which can be made on the playground—a stilt or scooter contest, doll fashion show, lantern parade, model yacht contest or model airplane tournament. Hand-craft tournaments, in mid-season or at the end of the summer, heighten the interest in crafts and provide a means for giving recognition to the children for the things they make.

In introducing some of the arts and crafts requiring special skills, the director may have to depend on individual boys and girls who are particularly adept in them. If he discovers a boy on the playground who makes masks as a hobby, or a girl who does beautiful clay-modeling, he should invite them to bring some of their projects to the playground and work on them there. When they do, he can call their work to the attention of the other children. If any seem interested, he might suggest that they form a club under the leadership of the boy or girl who excels in that particular activity.

Interest in music activities can sometimes be created by having the children make their own instruments—shepherd's pipes of bamboo which produce music of a delightful flute-like quality, or instruments for rhythm bands—all inexpensive and easy to make. Or if the director brings a harmonica or ukulele to the playground and starts playing tunes, the children who have instruments will be encouraged to bring theirs. If the director doesn't play one, through conversation with the children, he may discover some child who does, and invite him to bring his instrument to the playground. As in the crafts discussed previously, if the child is capable of teaching other boys and girls how to play, a club might be formed under his leadership.

Other popular music activities on the playground are singing games, folk dancing, "acting out" ballads, informal singing and listening to music. If the playground provides a victrola or a piano, the director can do much to develop interest in these activities simply by playing records or piano selections. Even without instruments there can be music on the playground through singing games and informal singing. Little children love singing games and need little encouragement to play them. And if the director knows songs children like and is enthusiastic about them, he will find many occasions for spontaneous singing on the playground. Children especially like to sing or "act

out" ballads following a story hour or in shady places during the hot periods of the day.

Probably the simplest way of introducing formal drama on the playground is through the story hour. At this time the director reads a play or tells a story on which a play is based. Then he discusses it with the children and asks them if they would like to present the play. A cast or several casts are chosen and plans made for the production. Informal dramatization or play-acting is a part of all play activities of young children. Frequently all the children need for their play-acting is a quiet corner with some dress-up clothes. But the greatest encouragement a leader can give to this spontaneous play-acting is to provide the children with rich and varied play experiences. Children will dramatize without the play leader's direction. But sometimes the leader can make this play-acting more significant by helping the children crystallize their personal experiences so that they can dramatize more freely and more completely. For instance, if a group of children are playing "train," the play leader might ask them if they have ever seen a train, and then tell them things about trains they don't know. He might even arrange to take them to see one, or have one of the playground mothers accompany the children on a special trip where they can see trains of different kinds.

In organizing play activities of all kinds the director will be helped if he remembers that children are great imitators, that they respond best to informal suggestions offered in a friendly spirit, and that they have great curiosity and are eager to try things if only they have the opportunity. If he wins the respect and confidence of the children on the playground and then remembers these things, he will have little difficulty organizing and sustaining interest in a varied play program.

## ADMINISTRATIVE PROBLEMS



## ADMINISTRATIVE CONTROL OF PLAYGROUNDS

Well-designed areas, competent leaders and an attractive program of play activities are three essentials to a successful playground system. Another factor is also necessary, namely, management. Some individual or agency must acquire and develop the playgrounds, select the leaders, map out and supervise the program, secure and administer the playground funds and determine policies controlling the operation of the playground system. A number of the problems relating to the management of the playgrounds in a city will be considered in the chapters which follow.

In the early days of the playground movement playgrounds were established, financed and conducted largely through the efforts of individuals and private associations. As the movement spread, the value of playgrounds became recognized, laws relating to playgrounds were passed and public funds were appropriated for their support, responsibility for their operation was taken over largely by the governmental agencies. There are still communities in which playgrounds are conducted by private agencies, but most of the playgrounds are today under some form of municipal support, operation and control. The movement for public playgrounds has extended throughout the country and in every state there are cities with playgrounds conducted under public auspices.

## LEGAL AUTHORITY

The authority for acquiring, operating and financing playgrounds is usually designated by local city ordinance, by a provision in the city charter or by act of the state legislature. In 23 states so-called recreation home rule bills have been passed authorizing localities to provide a variety of recreation facilities, including playgrounds. Most of these laws permit the municipality to assign responsibility for this function to an existing department such as school, park or public works, or to create a special recreation department. Many cities have taken advantage of the authority granted them under these laws and have passed local ordinances creating playground and recreation departments under which their playgrounds are operated. In a number of states special legislation relating to the powers of park or school departments and authorizing their operation of playgrounds provides

the legal basis for local playground systems. Sometimes responsibility for the playground system is specifically assigned to a city department under a provision of the city charter. In a relatively few instances cities have secured authority to conduct playgrounds by means of a special act of the state legislature, but need for such action has decreased with the passage of state home rule or enabling acts. In a few cities playgrounds are operated without specific legislation but under the general police powers.

*A City Ordinance—Newburgh:* The powers and duties of a local authority charged with the responsibility for a city's playground system are illustrated by the following provisions in an ordinance passed by the Council of the City of Newburgh, New York, creating a Recreation Commission in that city.

BE IT ORDAINED: There shall be a Recreation Commission established in accordance with Chapter 215 of the Laws of 1917, relating to playgrounds and neighborhood centers in cities and villages. Said Commission shall possess all powers and be subjected to all the duties created and imposed by said Act.

SEC. 1. Said Commission shall consist of five persons, residents of the city, appointed by the Mayor to serve for terms of five years, or until their successors are appointed, except that the members of such Commission first appointed, shall be appointed for such terms that the term of one Commissioner shall expire annually thereafter. Members of such Commission shall serve without pay. Vacancies in such Commission occurring otherwise than by expiration of term shall be filled for the unexpired term, in the same manner as original appointments.

Sec. 2. The members of said Commission shall elect from their own number a Chairman and Secretary and other necessary officers to serve for one year and shall have power to adopt rules of procedure for the conduct of all business within its jurisdiction.

Sec. 3. Said Commission shall have authority to establish, continue, and maintain playgrounds and neighborhood recreation centers; to equip such playgrounds and recreation centers, and the buildings thereon, and may construct, maintain and operate in connection therewith public baths and swimming pools; to employ play leaders, playground directors, supervisors, recreation secretary, superintendent or such other officers or employees as they deem proper to carry out the object of such playgrounds and recreation centers.

Sec. 4. Said Commission shall have power to expend for the purposes indicated in this resolution such sums as shall be appropriated for such special purposes by the Council of the City of Newburgh together with all money received by donations from persons or corporations or organizations for said purposes, duly received and accounted for according to the terms of this resolution. A separate appropriation shall be made annually by the Council of the City of Newburgh.

Sec. 5. Said Commission shall have power to conduct recreation activities indoors or otherwise, in the buildings or on the grounds, in charge of



bodies represented in the Commission with their consent, and to pay for the necessary supervision and care-taking incident thereto, either alone or in cooperation with said bodies.

Sec. 6. Said Commission shall have power to issue permits for the use of recreational facilities on park property when permitted by resolution of the Council of the City of Newburgh or upon property owned or under the control of said Commission, and to supervise, care for, equip playgrounds and related activities upon said properties, and to pay for the supervision and care-taking incident thereto, either alone or in cooperation with the body owning the same.

Sec. 7. Said Commission shall render an annual report to the Council of the City of Newburgh covering its operation for the year closing, together with detailed recommendations and estimates of funds required for its work for the ensuing year, and shall present to the Council a monthly report of its expenditures.

### TYPES OF PLAYGROUND ADMINISTRATION

Under the authority granted by state or local legislative enactments, playground systems are being operated in different cities by various public departments and agencies. The following statement describes briefly a few essential characteristics of these departments and the methods of organization adopted by each for the administration of the playgrounds under its control.

#### THE RECREATION COMMISSION OR DEPARTMENT

Playground operation is one of the most important functions of this department and often the largest item in the department budget. The recreation department is generally under a board who employ a superintendent of recreation as executive officer. In the majority of cities in which playgrounds are operated under the recreation department the superintendent of recreation serves as general supervisor of the playground program, using such assistants as may be required. In the larger cities a playground division is sometimes established under the immediate direction of a special supervisor. In Cincinnati, Ohio, for example, the Public Recreation Department has a Division of Playgrounds and Play Streets under a worker with the title of supervisor who is responsible to the superintendent of recreation. In most cities with a recreation commission or department the superintendent of recreation, and frequently the supervisor of playgrounds, is employed on a full-time, year-round basis, and is therefore available for supervision of the playgrounds during as long a season as funds permit and conditions justify. In only a few cities do recreation departments own and control properties. Practically all of them conduct activities on school, park and other city-owned areas, and often on private property as well.

### THE PARK DEPARTMENT

In many cities when playground programs were first established the only suitable playground sites were in the parks. Therefore the activities were conducted under park auspices and have continued so ever since. Most park departments which conduct playground programs have placed the responsibility for their operation in the hands of a director or supervisor who is directly responsible to the superintendent of parks for planning and carrying out the playground program. He is usually employed only during the summer months, although in some of the larger cities he is engaged on a year-round basis. In Hartford, for example, the supervisor of recreation is in charge of the park playgrounds, and in Minneapolis a director of recreation directs the play and recreation program of the park department. Responsibility for maintenance of the areas almost always rests with another park division. The superintendent of parks, unlike the superintendent of recreation, is seldom a person trained especially in playground work. Consequently, he himself rarely undertakes the task of direct playground supervision. In a majority of cases park authorities conduct playgrounds only on park property.

### THE SCHOOL DEPARTMENT

Some of the first playgrounds in America were conducted on school property by school authorities. Today, in addition to their use in connection with the school physical education program, playgrounds are conducted by school authorities in a number of cities after school hours, week-ends and during vacation periods. In most of these cities the supervisor of physical education in the schools, or a member of his staff, is in charge of the playground program. In only a few cities is it under a special department or division. In Newark, for example, it is under a Recreation Department with a director and staff of full-time year-round workers; in Milwaukee it forms an important part of the Department of Municipal Recreation and Adult Education which also employs a director and full-time staff. In most of the cities where playgrounds are a responsibility of the schools, teachers and physical education leaders are employed to conduct the activities. The supervisor of physical education plans and supervises the program under the general direction of the superintendent of schools. Playground programs under school leadership are usually restricted to school properties.

### OTHER FORMS OF ADMINISTRATION

Sometimes two or more departments cooperate and share responsibility for the playground program. In several California cities, for example, school boards and city recreation departments jointly em-

ploy a superintendent of playgrounds and recreation and share in the expense of the playground program. In many cities in other parts of the country a worker is jointly employed by the school and the city to administer playgrounds and to serve as supervisor of physical education in the schools. Such an arrangement makes for unification in playground operation although care must be taken to avoid difficulties resulting from dual responsibility and control. Furthermore, other demands on the worker's time and attention sometimes cause neglect of the playground program.

There are many other city departments which in one or more cities are responsible for the playground work. Few of them, however, employ persons on a year-round basis to direct playgrounds and other recreation activities. They generally employ a supervisor of summer playgrounds who, under the general direction of the department head, plans and directs the program. Where the playground work is carried on as a subordinate or incidental part of a department's service, the department head and the board, if there is one, are less likely to be vitally interested in or familiar with playground problems than in a department of which playgrounds are an important part.

Comparatively few playgrounds are conducted by private agencies except in the smaller communities where the number of playgrounds is few and the season is limited to the summer months when a supervisor and assistants are employed. Among the agencies which conduct such playgrounds are playground associations, women's clubs, parent-teacher associations, the American Legion, Y.M.C.A. and various civic groups.

### WHO SHOULD ADMINISTER PLAYGROUNDS?

Each city must determine which department shall be responsible for the operation of the local playgrounds. The variety of agencies under which they are now being conducted has previously been pointed out, and in many states existing legislation permits a city a wide range of choice. The question naturally arises as to which agency is best suited for the task and how a city can determine to which department it should be assigned.

Because the different types of playground administration have met with widely varying degrees of success, and because conceptions as to the nature and function of playground service differ, there are widely divergent views as to the specific authority or department to which responsibility for playgrounds should be assigned. In considering this question it should be kept in mind that in many cities the present form of playground administration was determined years ago by the fact that a particular department owned areas suitable for play, was in a position to finance a playground program or took the initiative in sponsoring the playground idea. Furthermore, the playgrounds are

usually administered by a department which is also responsible for other recreation facilities, programs and services, more or less closely related to the playgrounds. The question involves many considerations, a discussion of which is not essential here, but a few suggestions are offered as to important factors to be considered, especially by a community considering the starting of a playground system or program.

(1) A study of state and local legislation should be made to find out what forms of administration have been authorized for the city, and the powers and limitations of each.

(2) The department which is to administer the playgrounds should be convinced of their value and enthusiastic for the task of operating them. Genuine interest in and readiness to support the playground program are essential factors to its success. To place it under a department which is not sympathetic and which accepts the responsibility grudgingly is to assure the program's failure.

(3) Ownership or control of playground properties is a factor to be considered. Other conditions being equal—which they rarely are—the department with the properties most suited for the playground program is the logical choice. On the other hand, it is always possible to work out a plan, whereby some other department conducts the playground program on these properties if such a plan is more promising of success.

(4) Ability—as well as willingness—to finance a play program may influence the decision. If in a particular city the park, school or some other appropriate department has an especially strong financial standing, due to special taxing power or for some other reason, this fact should be considered.

(5) Citizen participation and support are of primary importance, since playground service to be most successful requires on the part of those in charge an understanding of the needs and interests of the people. Before deciding that some existing department should be made responsible for playgrounds, its willingness and ability to enlist the cooperation of a strong citizen group should be considered.

(6) If it is determined that the work cannot be done with satisfaction by some existing department, the appointment of a commission or committee representing the important interests of the community is likely to be the best solution. Such a body may well include one or more representatives of other city departments, such as a member of the park or school board.

(7) Availability of competent leadership may influence the decision. For example, the local school board may have on its staff persons who are particularly qualified to supervise and conduct the program. Still, it is often possible to work out a plan whereby persons regularly employed by one department are used for part-time playground service

with another. Low standards or political influence in appointing its personnel is a good reason for not turning over the work to a department.

(8) The possibility of expanding the playground program to include other recreation facilities and services should be kept in mind. Often a department may be interested in playgrounds but it does not wish, nor has it the power to carry on other activities such as conducting indoor centers, municipal camps or city-wide recreation services of various kinds. It may be advisable to make playground operation the responsibility of some other department which will also undertake to develop a city recreation program. The limited interest and restricted legal authority of some existing departments have been factors in the rapid growth of the special recreation department which is concerned with many forms of recreation and which usually has wide powers.

The advice of a field representative of the National Recreation Association, of the recreation authorities in nearby cities or of some other experts on the subject of playground administration should be sought by any group interested in working out a plan for the most effective administration of playgrounds in a city. A decision as to the best form of administration is likely to be reached only after a careful study of the city, including a consideration of the factors previously mentioned.

#### DETERMINING PLAYGROUND POLICIES

The responsibility for establishing the policies governing playground operation rests with the managing authority, whether a playground or recreation board, school board, park commission, city manager, city council or other official. The general powers of the playground authorities are usually specified in the legislation under which they function. (See Newburgh Ordinance on page 210.) The range of items on which they are authorized to fix policies and make regulations and the limitations within which they may be made are determined by this legislation. In such matters as workers' compensation and employment the policies must usually conform to city regulations. The managing body is guided in the adoption of many of its policies by the recommendations of the executive, especially in matters relating to administrative details.

The executive should attempt to secure the approval by his employers of such policies as his training, experience and study of local conditions lead him to believe will be to the best interests of the playground service. He should educate them continually as to the objectives of the department, keep them informed as to all developments and activities and call their attention to the desirability of new projects and changes in policy. He should adhere strictly to the rules and

regulations as adopted and should alter them only with the approval of the managing authority. On the other hand, no board member should give orders to the executive except on authorization of the board. Instructions or statements of policy should never be transmitted by board members directly to staff workers, but always through the executive. The extent to which the executive is left free to work out details within the general policies that have been adopted varies widely. A sound principle to follow is for the board to lay down broad, general policies, but to leave the responsibility for working out detailed procedures with the executive who is usually more competent to do this than are the board members.

Among the important problems on which policies must be adopted, rules and regulations formulated or administrative procedure worked out are the following:

1. *Personnel*: covering conditions and method of employment, salaries, hours of service, sick leave, vacations, promotions, uniforms, car upkeep.
2. *Staff Organization*: the number of workers of different types, their functions and relationships.
3. *Facilities and Areas*: selection, acquisition, equipment and maintenance, permits and reservations.
4. *Records and Reports*: types of reports to be filled out, records to be kept, forms and procedures.
5. *Finance*: preparation of playground budget, handling of funds, sources of income, fees and charges.
6. *Cooperation*: agreements with other agencies relative to use of properties, joint services, membership on special committees.
7. *Department Business*: officers, their duties and election, board meetings, committees, general procedure.
8. *Program*: its scope and content, special features, length of season, hours, etc.
9. *Inter-playground and Extra-playground Activities*.
10. *Awards*: prizes and honor point systems.
11. *Publicity*.

The precise regulations which are adopted in a particular city naturally vary with local conditions. As suggested, the playground executive should secure the approval of the managing authority before putting into effect any important regulations on these and other problems. If decisions or rules must be made immediately, they should be officially approved by the authority at the first opportunity. In the following chapters are discussed a number of the factors to be considered in working out various phases of playground administration and the methods which have been adopted in several cities.

## CHAPTER XVII

### PLAYGROUND STAFF ORGANIZATION

One important phase of playground administration is the organization of the playground staff. The types of playground positions and the duties involved in each have already been discussed. In addition to the clerical and maintenance workers the staff consists of the following: (1) The superintendent of recreation—or in the larger cities a general supervisor of playgrounds—who is in charge of the program. (2) District, assistant or special supervisors, responsible for the general supervision of a group of playgrounds or for a special part of the program, such as athletics or women's and girls' activities. (3) Specialists, employed to instruct and assist in promoting such types of activity as folk dancing, tennis, handcraft or story-telling. (Often workers serve as both supervisors and specialists.) (4) Playground directors, who are in charge of the operation of a single playground. (5) Assistant directors and (6) Play leaders.

### PRACTICAL PROBLEMS

One of the duties of the administrator of a playground system is to organize his staff so as to secure the maximum return from the money appropriated, from the workers employed and from the facilities available. Some of the questions which are involved in working out the best solution of this problem are:

Is it wise to group the playgrounds by districts and assign a general supervisor to each?

If so, how many playgrounds should such a supervisor be expected to cover?

Should the supervisor merely advise with and give general assistance to the directors in his district, making sure that all phases of the program receive due attention and that specialists are effectively used?

Or in addition should he have definite responsibility for organizing, conducting or teaching some sort of activity on his playgrounds?

Is it better to eliminate the district supervisor and to rely on the supervisors of special activities not only to promote their particular phase of the program but to assist the directors with problems which need attention?

If so, for how many playgrounds should the supervisor be responsible and how often should he visit them?

Should he actually teach groups on the playgrounds or merely help the workers?

To what extent is it wise to have specialists visit playgrounds to organize and teach classes in various activities?

How many playgrounds should a city operate in order to justify the full-time or part-time employment of specialists?

Is it better to pay higher salaries and therefore secure more competent directors who can themselves conduct a variety of activities than to spend a large part of the playground budget in employing supervisors and specialists to help inefficient workers on the playgrounds?

Or could the money spent for supervision be used to better advantage in adding workers to understaffed playgrounds?

How can the experience and abilities of the supervisors contribute most to the development of the workers and the effectiveness of the program?

Where the salary scale for playground workers is far below standard, should the salaries be raised even though it means a smaller staff, fewer playgrounds or a shorter playground season?

Is it preferable to have a man in charge of the individual playground with a woman assistant or should the situation be reversed—an arrangement which incidentally might effect a saving in salary expenditures?

Should the schedule be arranged so the specialist will be on the playground at a time when the regular worker is having time off or should both be on the playground together?

Is it better to have three fairly inexperienced and low-salaried workers on a playground so two of them may be on the ground morning, afternoon and evening, than to employ two experienced workers with a resulting cut either in playground hours or periods of play leadership?

How can the duties be divided to the best advantage between the workers on the playground?

These and many other questions are practical problems which must be faced if the playground staff is to be organized for the best results. Reports of playground staff organization in cities throughout the country indicate either that conditions are so different as to require widely different methods of procedure, or that many playground authorities have not given serious thought to some of these questions in forming their staff organization. Obviously no uniform practice is applicable or desirable, but an understanding of some of the factors is essential. A discussion of some important principles and an analysis of the methods used in several cities may be helpful.



### THE SUPERVISORY STAFF

Every playground system requires some degree of supervision in order to make certain that the program of activities is carried out on the individual playgrounds and that each of the units is functioning satisfactorily. In a small city with a few playgrounds the superintendent of recreation or the supervisor of summer playgrounds, if there is no year-round system, not only organizes the playground staff and plans the program but also supervises the work of the playground directors and play leaders. He arranges inter-playground activities and special events, helps the leaders with special activities and provides general supervision. He performs all of the special supervisors' duties, and the only other workers employed are the directors and leaders on the individual playgrounds.

If the playground workers are proficient in a number of activities, and if the general supervisor is a capable teacher as well as administrator, it may be possible for a satisfactory program to be carried on without additional supervisors or specialists in a system of five or six playgrounds. On the other hand, if the playground leaders are not trained or experienced, a specialist in one or more activities such as crafts and dramatics—perhaps a part-time worker in each of these activities—is greatly needed. If more than six playgrounds are to be opened, at least one full-time or two part-time workers should be employed to help with the supervision and with special activities. In one city with five playgrounds on which an unusually varied program is carried on, a director of dramatics and puppetry is employed and the part-time service of other specialists is also utilized.

### ASSISTANT OR DISTRICT SUPERVISORS

In a number of cities the playground executive appoints one or more assistant supervisors to take responsibility for a major part of the program. For example, if the executive is a man, as is usually the case, he may have a woman assistant who has charge of all activities for women and girls. If the executive is a woman, a supervisor of men's and boys' activities may be appointed. Where the executive has responsibility for many duties in addition to the playgrounds, both such supervisors may be needed. Frequently, under a male executive, the women and girls are neglected, and when a woman is in charge of the program provision for men and boys is likely to be limited. The appointment of an assistant supervisor of the opposite sex helps assure to both groups a fair share of opportunities in the playground program.

In a number of cities playgrounds are grouped according to geographical units for purposes of administration (as well as for inter-playground competition) and a district or assistant supervisor is ap-

pointed over each district. There is little need for this arrangement except in cities where there are so many playgrounds scattered over so large an area that the general supervisor or superintendent cannot visit them regularly two or three times a week. If the district supervisor does not give special instruction on the playgrounds but merely advises with the directors concerning program, special problems and reports and helps arrange inter-playground activities, he should be able to cover from eight to twelve playgrounds. By visiting each playground at least every other day he can keep fully informed as to the progress of the program. These supervisors are the main link between the workers on the individual playgrounds and the central office. They should be experienced playground workers with a thorough knowledge of, and ability in, several types of activities. In one large city with 64 playgrounds, five assistant supervisors are employed in addition to the general supervisor; in another city with 24 playgrounds grouped by districts, four district supervisors are employed in addition to specialists in dancing and in music.

Where there is a rapid turnover in workers from one year to the next, or where differences between sections of the city are unusually marked, there is great value in such general supervision. Each director has someone to whom he can turn for immediate help with all problems as they arise. However, unless done conscientiously, there is a danger that the supervisor's visits to the playgrounds will become perfunctory and too brief to be of genuine value to the playground director, and that the advice and suggestions will be based upon too casual and superficial observation to make them really worth while. Furthermore, the director may lean too heavily on the supervisor and fail to use his own initiative. For these reasons many leaders question the desirability of supervision on a general or geographic basis alone and favor some type of functional supervision.

#### THE SUPERVISOR OF SPECIAL ACTIVITIES

In most playground systems, whether there is any general or district form of supervision or not, one or more special activity supervisors are employed to assist with particular parts of the program. They usually have responsibility only for a single activity and have no authority over the playground directors, as do the supervisors previously discussed. These workers sometimes conduct classes and direct playground groups, but in any case they assist directors and leaders in the organization and conduct of activities in their special field, prepare plans and materials and take charge of inter-playground or city-wide events in which the particular activity is featured. The number of workers of this sort needed on a playground staff is influenced chiefly by the number and types of activities which are to be featured during

the season, by the ability and experience of the workers on the playgrounds and by the number of playgrounds in the system. Each supervisor should be able to visit from two to four playgrounds per day, depending upon the nature of the service given at the playgrounds. The types of special activities for which supervisors are most commonly employed are handcraft, folk dancing, athletics, dramatics, music, story-telling and nature study. Often two activities such as dramatics and story-telling are supervised by one person.

An eastern city with 26 summer playgrounds affords a typical example of the provision for this type of service. Supervisors are employed for the following activities:

- Municipal athletics.
- Girls' and women's activities.
- Special activities.
- Handcraft and folk dancing.
- Dramatics and story-telling.

Three of these workers are women and two are men. The first three named are employed on a full-time year-round basis; the last two during the summer only.

#### THE COMBINATION SUPERVISOR

A number of cities now employ workers to serve as both general and special activity supervisors. These workers periodically visit a group of playgrounds not only to advise with the directors on general and special problems but also to help them with some specific activity such as handcraft or folk dancing. Thus in one city with sixteen grounds under a recreation superintendent there is a staff of five supervisors, each of whom visits every playground once a week. In addition to assisting the playground directors and leaders with program planning and other problems, each also conducts practice periods in the particular activity in which he is a specialist—dramatics, dancing, athletics or handcraft.

Under this arrangement the playground directors have the benefit of suggestions from five supervisors instead of one. Furthermore, the playground executive receives reports of the situation on each playground from five different workers and is better able to judge the ability of the workers and to evaluate the program. None of the supervisors visits the playgrounds merely to check up on or talk with the director, but in addition he is responsible for a special activity. Disadvantages in the use of combination supervisors are that each playground director receives directions or at least suggestions from five persons in addition to the executive, and that each supervisor is more likely to be interested in his special subject than in other

features of the program and to judge the individual director largely by his interest in and success with this particular activity. The combination supervisor obviously needs to have a thorough knowledge of playground operation in addition to expertness in a particular field.

#### THE SPECIAL TEACHER OR SPECIALIST

In a number of cities workers are employed to teach specific activities on the playgrounds. They differ from the special supervisor in that they do not, as a rule, have responsibility for planning a program in a special activity for the system as a whole, nor for training or supervising the playground directors in this activity. Their work is generally restricted to a few selected playgrounds and consists primarily of instructing groups in the activity. They are usually employed for limited periods each week, whereas the supervisor of special activities is often a full-time worker. In a large city, however, one or more specialists may work full time under the supervisor of a particular activity. For example, in a city with thirty-six playgrounds, a supervisor of dramatics and pageantry has as assistants two dramatic workers who serve full time during the summer months. In the same city three workers, one of them on a full-time basis, assist the supervisor of girls' and women's activities. Other examples of such workers are art, dancing, gardening or tennis instructors and teachers in some special form of craft or music activity. Many cities do not need such workers, but with the increasing interest in acquiring special skills, with the growing demand for guidance in the use of the leisure time of youth and adults, and with the tendency to expand and to specialize in playground programs it is likely that more of these special teachers will be used. Many unemployed persons assigned to playground service are being used to teach groups in a particular subject in which they are proficient. Local desires, interests, funds and facilities will determine the number of such workers, if any, needed in a city.

#### THE STAFF ON THE INDIVIDUAL PLAYGROUND

In the long run the success of the playground system is dependent upon the playground directors and play leaders. They are the workers who come in contact with the playground public day after day; people judge the playground system by what they see on the playground in their own neighborhood and by their children's reports of what goes on there. The playground director, aided by the supervisors and by his assistants, is the one who "carries the ball." Therefore the selection and organization of the workers on the individual playgrounds are of primary importance.

### THE PLAYGROUND DIRECTOR

However much opinions may differ on other points, most executives agree that there should be one head director on every playground open under leadership. One individual should be in charge and have full responsibility for the playground. In a few cities, especially where the playgrounds are divided into two sections, one for boys and the other for girls, there are co-directors, each being in charge of one part of the program. However, as a general rule this division of responsibility and consequent lack of a single authority are not conducive to the best results. No person should be appointed director of a playground unless he has had actual experience in playground leadership. If more than one worker is assigned to a ground, the one with the most experience or proven ability should be appointed director, whether man or woman. In assigning directors to playgrounds factors to be considered are the individual's knowledge of, standing in, or special fitness for service in a particular neighborhood or on a particular playground. If a worker has been successful on a playground there is an advantage in assigning him to the same playground the following year. Wherever possible, persons who have done good work as assistant directors or play leaders should be promoted to the position of director. This is possible only where both men and women are eligible for the position.

This situation, unfortunately, does not always obtain. Sometimes the position of director is open only to men. On the other hand, in cities where the general supervisor is a woman there is often a tendency to appoint only women directors. In one such city, with the exception of a single playground, not only all the directors but also the assistant directors are women. On the playgrounds with three workers, the third is listed as a "man." It is difficult to believe that under such a system competent men can be secured as workers or that activities for girls and women do not receive more than their share of attention.

### THE ASSISTANT DIRECTOR

Except on very small areas an assistant director is needed. If the director is a man the assistant should be a woman, and vice versa. This assures that both boys and girls will receive consideration. The special abilities of the workers should be considered in making the assignments in order that they may supplement each other and make a varied program possible. Thus if a woman is especially competent in games and athletics, it is well if possible to assign her to a playground where the man is skilled in crafts, drama or some other special activity. An inexperienced worker secures valuable training and produces better results if assigned as assistant to a capable director.

### THE PLAY LEADER

On large playgrounds or where the attendance justifies having two workers on duty morning, afternoon and evening, a play leader is needed in addition to the director and assistant director. Usually this worker is a college student interested in one or more types of playground activity, and because the service is somewhat in the nature of an apprenticeship and the responsibility is less, the play leader is paid a smaller amount than the other workers. Many believe it desirable that the play leader be a girl in order that either a woman or girl may be present at all times when the playground is open. In a neighborhood where a special effort is made to reach the boys and where a young man is especially fitted for the work, there is no reason why he should not be appointed play leader.

### SOME CONSIDERATIONS IN STAFF ORGANIZATION AND RELATIONSHIPS

As mentioned at the beginning of this chapter, there are a number of problems relative to the division of duties, responsibilities and relationships which arise in the organization and supervision of the playground staff. They are no less important because of the variety of ways in which they are handled in different playground systems. In fact the lack of agreement concerning them either in theory or in practice indicates the importance of discussing them here.

### RELATION OF THE SUPERVISOR TO THE DIRECTOR

The problems arising between the playground director and the chief, assistant or district supervisor, are primarily those of a personal nature. The line indicating their relationship is clear-cut and obvious. The supervisor is the director's immediate superior and it is a part of his job to give orders as well as to help the director in every way possible. The director is directly responsible to the supervisor for the efficient operation of his playground.

The relationship between the director and the supervisor of special activities is not always so clear, however, and it varies in different cities. The practice followed in many cities, and the one which is most likely to prove satisfactory, is for the executive to outline the general procedure which the special supervisor is to follow on the individual playgrounds and to hold the director responsible for cooperating fully with the supervisor in his work on the director's playground. The special supervisor has no authority to give orders to the director nor to require him to cooperate, because the director is in charge. However, the director's continued refusal to cooperate should be reported to his superior by the special supervisor. This division of authority

eliminates the difficulties which arise when the playground director is made responsible to several different supervisors for different parts of his program. The wise director recognizes not only that he is expected to take full advantage of this special service to his playground, but also that it means the enlarging and strengthening of his program.

In other cities the special activities supervisor has authority over the playground director with respect to some particular phase of his work. All playground projects in his special field must first receive his approval and he may give instructions that certain projects are to be carried out. This arrangement makes for divided authority, and in case there are several special supervisors, each of whom is stressing his own activity, the demands made upon the director may be so many and conflicting as to handicap rather than help his program.

### SHOULD THE SUPERVISORS CONDUCT ACTIVITIES ON THE PLAYGROUND?

One question on which opinions differ widely is, "To what extent should the supervisor of special activities actually conduct activities or classes on the playground?" Obviously the way in which this question is answered has a marked effect upon the work of the supervisor and the conduct of the particular activity. If he is to teach the activity he must visit each playground at a scheduled time and at least once each week in order to maintain the interest of the groups. As a teacher he will probably have more than one group on each playground—for example, a handcraft specialist will have a model aircraft, woodcraft or leather class for boys and a rug weaving or sewing class for girls. Therefore his visits at each playground will be long and he will be unable to serve more than two or at the most three playgrounds each day. While these classes are being carried on, the playground workers will be busy with other activities. Consequently they may not be able to offer expert guidance to the special groups in the periods between the supervisors' visits. The playground workers are not adding to their own skills, nor are they likely to stimulate or sustain interest in the particular project, the continuance of which is dependent upon the presence of a special supervisor. To the extent that his time is devoted to actual instruction he is not free to develop new projects, find new sources of materials, organize new groups and arrange for inter-playground or city-wide events.

For these reasons many playground executives believe that the supervisor of special activities can be used, and the abilities of playground leaders be developed to better advantage, if the former does not assume the function of a special teacher. Nevertheless, in cities where the workers on the playgrounds are untrained and inefficient and where there is a rapid turnover, if a varied program is to be pre-

sented instruction will have to be given by supervisors or special teachers.

This problem has been discussed at a number of district conferences of recreation executives, and although opinions differ there has been considerable agreement on certain points. For example, it is important to develop the capacity of the playground workers to take an increasing responsibility for the direction of the special activities. For this reason specialists in the various activities should visit the grounds to give instruction and conduct demonstrations for the benefit of play leaders. At subsequent visits progress in the activities should be observed, difficulties straightened out, and plans made for additional projects. The specialists in different activities should in no sense relieve the worker of his responsibility for conducting or directing the activities; their visits are entirely for the purpose of special instruction, guidance and demonstration. Such a plan increases the effectiveness of the workers themselves and is likely to result in greater interest and larger attendance at the playgrounds. Regular staff meetings, as well as special training institutes for the consideration of particular activities, are regarded as essential methods of making the individual playground workers more effective in handling special activities and also of utilizing the knowledge and abilities of the specialists to strengthen the entire program.

#### BETTER DIRECTORS OR MORE SUPERVISORS?

Two questions which are closely related to the preceding discussion are: What relation if any is there between the caliber of the playground directors and the number of supervisors that are required? How should this relation influence the playground executive in his budget distribution of salaries for supervisors and for directors?

Definite achievements in playground service are primarily the result of intelligent planning and wise administration of a program of activities by the workers on the individual playgrounds. The more intelligence, training, experience, initiative and personality which the workers possess, the better will be the results. It is also generally true that the higher the salary paid, the more capable will be the people attracted to the positions; the more competent the workers on the individual playgrounds, the less is the need for supervisors; the higher the salaries paid to the playground directors, the more likely they will be to continue in the service or to return the following summer; the longer the workers continue to serve, the greater their value to the department, the more they acquire special skills and the less their need for supervision.

These considerations should influence the playground executive in the selection and organization of his staff. If he is more concerned



with the production of special city-wide or inter-playground events which attract the public eye than he is with the day-by-day routine operation of his playgrounds, he will favor the paying of low salaries to directors and the employment of several special supervisors. If on the other hand he is anxious to build up a strong, permanent group of workers on the playgrounds, he will attempt to raise the salary scale even though it means reducing the number of supervisors. Certainly this latter procedure has much to commend it, especially in case the playground directors are employed on a full-time, year-round basis. If, however, for some reason beyond his control the executive must accept a corps of playground workers who were not chosen on the basis of merit, the best procedure may be to appoint a group of competent supervisors in the hope that they can secure some results from the playground workers. A wise rule to follow is to secure as high a salary scale as possible for the playground directors in order to attract the highest type of worker possible, and in addition to employ such a supervisory staff as is needed in order to assist the directors in attaining the maximum results.

No precise formula can be worked out to apply in every city. One situation may be cited, however, to illustrate what seems to be a lack of proportion in the organization of the playground staff. In a city with ten summer playgrounds, 25 directors, assistant directors and "men" were employed for service during the summer months. The maximum salary paid these workers for full-time service was \$47.50 per month. In addition there was a supervisory staff consisting of a superintendent, supervisors of handcraft, music, girls' athletics and general activities, story-telling and dramatization, safety and publicity, and a tennis instructor. Of these seven all but the last two were women. A study of the local situation might reveal good reasons for such a set-up but it seems as though better results would be achieved and that the playground system would be permanently strengthened if a higher salary scale for directors were put into effect and the number of supervisors were reduced.

#### DIVIDING THE WORK ON THE INDIVIDUAL PLAYGROUND

There can be no hard and fast rule governing the division of work on the playground. Where the area is divided into two sections, one for the girls and the other for the boys, the problem is relatively simple, but few playgrounds are laid out in this manner. There are certain parts of the program, such as the feature events, which will be planned and carried out jointly by all the workers; activities such as nature study, special crafts or dramatics will be conducted by the worker who is especially qualified for the task, and there are other activities and duties which may be directed by different workers at

different times. It is advisable, however, that the playground director divide the duties among the workers on the playground in order that each may have a responsibility for performing certain tasks. Any such division should take into account the special skills and qualifications of each worker.

The director, of course, is responsible for everything which takes place on his playground. His specific duties and functions are discussed elsewhere. Whether man or woman, the director usually assumes personal responsibility for inspecting the apparatus, the preparation of reports, discipline, adherence to department policies and major feature events. The woman director or assistant takes charge of and directs most of the activities for very small children and for the older girls. She organizes tournaments in various activities for the girls, forms clubs, helps with or conducts special events and evening programs, conducts craft and other special activities such as nature study, music, drama, for which she is qualified. Usually the story-telling, folk dancing, sand craft and children's games are handled by her. The man, on the other hand, directs most of the activities for older boys, especially the games, stunt contests and athletic leagues, such groups as the junior police, and special events in which boys take a leading part. Activities in which boys and girls participate together may be under the leadership of either worker, depending on which is better qualified, although athletics and other physical activities in which older girls take part are better placed under the woman leader. In case there is a third worker he will be assigned certain definite duties. Part of his time will be given to conducting or supervising routine activities in the absence of the directors.

#### ASSIGNING HOURS OF DUTY

Another problem is how to arrange the hours of the workers on a given playground. Here again local conditions must govern, but a few principles may be suggested. If there is no caretaker on the grounds, it helps for the man to report for duty when the playground opens in order that he may get out the supplies, equipment and perform essential maintenance duties. In one large city the assistant director spends from 8:30 to 10:00 each morning in cleaning the grounds and building. It is very desirable for the man to be on the playground during the evening hours, especially where many young men and adults use the playground and problems of discipline are likely to arise. The maximum leadership should be provided during the period when the attendance is greatest. Workers on duty during the lunch and dinner hour should check the supplies and prepare the grounds for the following session. Workers should be assigned for duty during the hours when the groups they are expected to serve

are most likely to come to the playground. At times when feature events are being planned and carried on it is not uncommon for workers to spend many extra hours on the playground.

In one city the following schedule is in effect on playgrounds having two workers. It provides for at least one worker to be on duty at all times between 9 A.M. and 8 P.M.

Director: 10:30-12:30, 1:30-4:30, 5:00-8:00.

Assistant: 9:00-12:00, 12:30-5:30.

A schedule which has been found satisfactory on playgrounds having three workers and with some caretaker service is as follows:

Director (man): 1:00-5:30, 6:30-9:00.

Assistant director (woman): 9:30-1:00, 2:00-5:30.

Play leader (woman): 9:00-12:30, 5:30-9:00.

Another schedule used on playgrounds with three workers is:

Director: 1:00-8:30 (supper 5:00-5:30) except on dance nights.

Assistant director: 9:00-1:00, 2:00-6:00.

Play leader: 9:00-5:30 (lunch 12:30-1:00).

### OTHER DEPARTMENT EMPLOYEES

In addition to the personnel responsible for the program, the playground department employees include central office workers, maintenance workers, and, in the case of large systems, an engineering and construction staff. Special types of workers are pianists, chaperones, life guards, costume or supply-room keepers, referees, umpires and other officials. These special workers are usually seasonal, part-time employees and are used only where there is a particular need for such service. Every playground department, however, requires some office personnel and maintenance workers, unless they are supplied by some other department.

### THE CENTRAL OFFICE STAFF

Every city which has even a few playgrounds under the direction of a superintendent or general supervisor must provide some sort of office for this worker, and unless he is to spend a great deal of his time doing clerical work, an office assistant is needed. This person answers the telephone, handles correspondence, receives and checks reports coming in from the playgrounds, issues playground supplies, prepares payrolls and keeps the department records. A list of these records appears in Chapter XXI. She is the person who, over the

telephone or in personal interviews, answers questions and supplies inquirers with routine information concerning the department, its facilities and program. For this reason the worker should not only be trained in office methods, but courteous and of a pleasing personality. This worker also keeps records of meetings and other official transactions of the board or department head. In larger systems comprising many playgrounds the duties are multiplied, and a chief clerk as well as a stenographer and one or more assistants may be needed. If considerable funds are handled by the department, a bookkeeper may be required, perhaps on a part-time basis. The storeroom for supplies and materials is often conducted as a part of the central office. In this case part of a worker's time is given over to the filling of requisitions. Sometimes, however, especially in large systems, the storeroom is in charge of a worker in the maintenance division. Members of the central office staff are directly responsible to the recreation executive.

#### THE MAINTENANCE STAFF

As pointed out in the chapter on Playground Maintenance, different methods of maintaining playgrounds are in use. Park and school playgrounds are usually kept in condition by the regular park maintenance workers or by the school caretakers or janitors, and the playground division does not have this responsibility. In many cities, however, playground authorities maintain their play areas and therefore require a corps of workers. Every playground of standard size and adequate facilities requires the services of a caretaker. In some cases such a worker can care for two grounds, dividing his time between them. In addition there should be, in every city having five or more playgrounds, a supervisor of maintenance or foreman to supervise the caretakers on the individual grounds, to handle repairs and to assist in planning and developing minor improvements in the play areas. The caretakers should be directly responsible to the directors on the playground which they serve, but they receive orders from the maintenance supervisor as to the technical aspects of their work.

In a large system a central workshop is an important feature. It is under the immediate control of the maintenance supervisor and it requires the services of one or more skilled mechanics capable of such varied activities as carpentry, painting, iron work, welding, electric wiring and plumbing. The workshop helps make possible the employment of caretakers on a full-time, year-round basis because they can use it in the winter for making new equipment and repairs and for preparing in general for the playground season. It is also an important factor in case a traveling maintenance and repair crew is organized, as described in an earlier chapter.

Often the personnel of this division includes a truck driver who distributes supplies to the various playgrounds, collects equipment to be repaired at the workshop and transports maintenance workers and equipment from one playground to another.

Most engineering and major construction work on the playgrounds is done either by city employees from some other department or on a contract basis, but in large systems, especially where many new developments are to be undertaken, an engineer and assistants are sometimes added to the department's staff.

## CHAPTER XVIII

### PERSONNEL REGULATIONS

Definite rules governing the service of employees are essential to the efficient operation of a playground organization. The nature and scope of such regulations vary in different cities, but where a number of persons are employed for playground service uniform procedure covering such items as absence from duty, vacations, sick leaves, use of substitutes, rainy days, payrolls and hours of service is important. Copies of the rules should be placed in the hands of every person when employed so there can be no excuse for failure to understand and obey them. It is recognized that regulations governing playground workers must often conform to those laid down by the city for other—or all—municipal departments.

The following discussion of local practices should be helpful to boards and executives in adopting regulations for their own department.

#### HOURS OF SERVICE

Definite hours of regular service are usually fixed for playground directors and play leaders. It is often impossible, however, to determine the exact hours during which the superintendent and supervisors are to work because of the many and varied demands made upon them at different hours. In every case, however, a minimum of hours to be devoted to work each week should be determined. Frequently workers are called upon to give additional hours on the playground or in preparing for special events. Department rules generally specify that such overtime work must be performed at the request of the superintendent or supervisors. Unless special arrangements are made in advance overtime work is seldom paid for, but whenever possible the worker should be compensated by being allowed a corresponding amount of time off. Hours of work assigned to a playground worker are not to be changed without the approval of his superior.

The hours of service commonly required of playground workers vary from 30 to 48 hours per week. Perhaps the average number of hours playground workers normally serve is 40 per week. In one city workers are required to give 6 hours of service daily, except Sunday, and in addition at least 10 hours per week in the neighborhood, making contacts and studying conditions. As a result of curtailed

budgets some cities have reduced the periods or hours of service per worker, but this has been done as an emergency measure rather than a matter of desirable policy. On the other hand, in some cities workers are serving longer hours than formerly. The widespread opening of playgrounds under leadership during the evening hours, the lighting of playgrounds for evening use and the conducting of indoor evening programs in recreation and school buildings have tended to lengthen the hours of playground service both of summer and year-round workers.

There is a wide divergence in practice in assigning hours to individual workers. Responsibility for determining the periods and hours of workers rests with the superintendent or supervisor, and changes in schedule or exchange of work periods among workers on a playground are not to be made without his approval in advance. On summer playgrounds which are open morning, afternoon and evening, workers are generally assigned two periods daily. Schedules are often arranged so a worker will have at least one evening a week free in addition to Sunday. As a rule playgrounds are open Sundays under a substitute or caretaker only, or with a curtailed staff. Year-round workers, except during school vacation periods, generally serve during afternoons and evenings. In many cities playgrounds are closed holidays, although July 4th, and to a lesser degree Labor Day, are widely celebrated with special playground events. In one city where the playgrounds are open on all holidays except Christmas, directors who work on such days receive extra vacation privileges. The ability to grant holidays off is limited by the number of available substitutes.

Playground workers are expected to report for duty promptly. In some cities they start work ten or fifteen minutes before the playground is scheduled to open in order to make necessary preparations preliminary to the opening. Where workers are assigned to conduct a special class or group they should be on hand prior to the time of assembly to make sure that equipment and supplies are ready for use, and to be properly dressed and ready to start activities. Similarly the workers should not leave the playground before their time is up or the special activity period has expired. Tardiness in arriving at the playground or leaving early without permission or with no satisfactory explanation is generally considered adequate cause for a deduction in pay and, if repeated, for dismissal.

Attendance at staff meetings and other special meetings or conferences designated by the playground authorities is compulsory and a definite part of the worker's responsibility. Absence from such meetings, except for sickness or with special permission, results in a loss of pay or in a shortening of the vacation period. Tardiness at such meetings is dealt with in a similar manner except that the loss is not likely to be as great.

### SUBSTITUTES

Playground departments sometimes employ substitutes who are assigned to different playgrounds to take the place of persons who are having regular time off. In several cities substitute directors are used on the playgrounds Sundays and at other special times such as during staff meetings. Ordinarily, however, the substitutes are called on for service only in case of the illness of regular workers or other unavoidable absence from duty. It is important that there be persons available for substitute service on call. Frequently persons who have attended the training course or institute, but who have not been assigned to regular duty, can be secured for such service.

Playground workers who are obliged to be absent from duty should notify the office or supervisor who arranges for the substitute. Workers should not send substitutes without permission. When a substitute is sent to a playground the director is officially notified, otherwise he should call the office to learn whether the person reporting for duty should be permitted to serve. If a worker fails to report at his playground the director should notify the office and a substitute be sent. Adequate instructions should be given the substitute with reference to his duties and reports.

### ABSENCE FROM DUTY

The responsibility which the playground worker has for the safety and welfare of the children entrusted to his care cannot be overemphasized, and one of the most important rules governing his service is that he shall not leave the playground during the time he is supposed to be on duty. To leave the playground without making due provision for its operation during his absence is a serious offense. In case of a major accident on a playground where only one worker is employed, it is sometimes necessary for the worker to accompany the child either to his home or to a doctor or hospital. In such emergency cases it may be necessary for the worker to place a responsible older boy or girl in charge during his absence, or the children should be sent home and the playground locked. In case a worker is taken ill while on duty, the office should be notified by phone and the worker should await the arrival of a substitute or carry out other instructions. Absences from the playground for the purpose of accompanying a team to another playground, taking a group on a hike or any other activity should be permitted only with the approval in advance of the superintendent or supervisor. The time of the worker's return to the playground should also be understood in advance. Unauthorized absences, except for sickness, are always cause for deduction in pay, and, if repeated, for dismissal.

In case a worker is unable to report for duty because of illness,



the office should be notified at the earliest possible time in order that arrangements may be made for sending a substitute.

### SICK LEAVE

There is wide divergence in practice as to deduction for absence from duty caused by sickness. In cities where civil service governs the employment of workers their rules also govern in such cases. In some cities no deductions are made for occasional absence caused by illness; in others one or two weeks per year are allowed, with deductions in pay or from vacation time for additional sickness. Sometimes sickness privileges are granted only to persons who have served for six months or a full year. Two days is perhaps a fair allowance for absence with pay in the case of workers employed for the summer season alone. Illness should be certified by a physician's statement.

Special leaves of absence are granted in case of illness in many cities. They are more likely to be requested by year-round than by seasonal workers. As a rule, applications for such leaves must be addressed to the superintendent, accompanied by the statement of a qualified physician. Approval of the application must be received before the worker becomes absent from duty. It is generally required that the request be filed from three days to two weeks before the date on which the worker wishes to start his leave. This provision is made to enable the authorities to arrange for a suitable substitute. In one California city employees who have served ten years or more may be granted leaves of absence on account of sickness, by special action of the council on recommendation of their department head according to the following schedule:

Over 10 years and less than 15 years in the service:

3 months at 75 per cent—3 months at 50 per cent of salary.

Over 15 years and less than 20 years:

3 months at 75 per cent—6 months at 50 per cent of salary.

Over 20 years:

3 months at 75 per cent—9 months at 50 per cent of salary.

### SPECIAL LEAVES

In several cities workers are permitted to be absent from duty with pay for a specified number of days each year—rarely more than a week—for the purpose of attending recreation conferences. Such privileges are usually limited to full-time workers.

In a number of instances recreation departments have granted workers leaves of absence without pay for the purpose of improving themselves in their profession. Several persons have attended the National Recreation School under such an arrangement.

## COMPENSATION—INJURIES AND SICKNESS

In some states it is compulsory, and in most cases advisable, for employers, whether private or public agencies, to insure against the possible injury of their workers while on duty. It is common practice for municipal and school authorities which carry liability insurance to have it cover workers of all classifications, including playground workers of various types. As a rule there is no special provision for playground workers who are grouped with other city employees under the workmen's compensation act. The rates paid by the city for accident insurance for playground workers vary in different states, depending upon the classification under which such workers are placed in the particular state. It is well for local playground authorities to inform themselves as to the state regulations governing liability in case of accidents to their employees.

The following is cited as an example of the way in which the Pennsylvania state law operates. In case of injury while on duty any employee earning \$20.00 weekly would receive \$15.00 per week compensation in addition to being allowed \$100 for doctors' bills and \$100 for hospital expenses. Compensation, however, would not become operative until the seventh day following injury. Employees earning less than \$20.00 weekly would receive compensation at the rate of sixty per cent of the salary they receive. Special clauses apply in case of death or permanent disability.

The California State Industrial Commission is reported to have the following provisions:

On the eighth day following injury an employee is paid sixty-five per cent of ninety-five per cent of his salary, this sum not to exceed \$20.83 per week. In case of partial or total disability this compensation is continued indefinitely or a settlement is made according to the ruling of the State Commission. In case of death the beneficiary is paid \$5,000 in payments of \$20.83 per week.

Where the city does not take out insurance covering employees' liability, the city's legal department may handle claims for compensation. In at least one such city awards come out of the funds of the department employing the claimant.

In case playground workers are employed by a private association they are generally covered by insurance taken out by the association. Referring to such a practice, an executive writes, "In the compensation rating we are classed in the same division as colleges, schools and Y.M.C.A.'s."

A Virginia city has an Employees Relief Association to which anyone in the employ of the city may belong. Each member pays twenty-five cents per week and the plan works along the line of most sick benefit funds. The Association is open to employees of the Recrea-

tion and Playground Association if they wish to join. In addition, if anyone is injured or killed in the employ of the city the State Industrial Commission handles the case at the expense of the city. Naturally city doctors and nurses are used as much as possible in such cases.

Written notice of the accident or injury should be filed by the worker with the playground authorities immediately and application for compensation made without delay.

As previously indicated, the amount of time allowed playground workers for sickness with pay seldom exceeds two weeks per year. However, in Los Angeles, under a city ordinance, municipal employees compelled to be absent from work on account of illness are entitled to receive 75 per cent of their compensation for the first two weeks of such absence and 50 per cent of said compensation for additional absence on account of illness not to exceed six weeks. In all cases an employee claiming compensation is required to file with the board employing him a statement signed by the physician who attended him during his illness that the claimant was totally incapacitated for work.

#### RAINY DAYS

At playgrounds where there are ample indoor facilities rainy days present few special problems, but on the majority of playgrounds where there is only a small shelter affording no room for games and other activities it is impossible to conduct a program. On days when it rains hard and continuously there is no question as to whether the playground without indoor facilities should be opened, but the proper procedure in the case of showers or light rainfall is often difficult to determine. The great variety in instructions issued to playground workers as to rainy day procedure indicates that this is a problem which has no simple or universally applied solution. Naturally the facilities afforded at the playgrounds, the nature of the surface and the playground hours should be taken into consideration in determining a local policy.

In several cities workers are instructed to report to the playground regardless of the weather conditions. If it is impossible to conduct activities time is spent in making repairs of game and other supplies and equipment, cleaning and arranging facilities and preparing reports and programs. In some cases workers are instructed to call the office on reporting for duty in the morning and then to spend the day visiting the children's homes and getting better acquainted with the neighborhood. Where playgrounds adjoin schools, workers are sometimes instructed to transfer their activities to school buildings. In one city workers are requested to call the school principal who indicates what is to be done.

Workers are not required to report at their playgrounds in some

cities when it has rained so hard during the night that grounds are unfit for use, or if it is raining hard at the scheduled time of opening. In many such cases, however, they are to call the office for special instructions or to secure approval for not opening. The playground is to be opened as soon as the grounds are fit for use. In one city workers report on rainy days to the department office for instruction in handcraft or other activities or for study. If a shower comes up or if it starts to rain while the playground is in session, the playground should not be closed immediately but workers should remain on duty until it seems certain that the rain will continue or until the grounds have become unfit for play. It is generally necessary to report by phone to the office before closing the grounds. Before leaving, the worker should make sure that all children have left. There is no uniform practice as to pay for time lost due to inclement weather, but in many communities, especially where summer playgrounds only are conducted, workers are not paid for such time. Year-round workers, however, seldom lose any pay on account of the weather.

### VACATIONS

The granting of vacations with pay is a common practice among recreation departments. The vacation policy naturally applies to workers employed the year round and not to seasonal employees. It generally goes into effect only after a worker has completed 12 consecutive months of service. The average vacation period is two weeks, although in one city 28 days of vacation are allowed. As a rule, vacations cannot be taken during the summer, which is the season of greatest activity, on holidays or during school vacation periods. In one city vacations must be taken in September; in another they must be divided between seasons of least activity. As a rule, workers are given a choice as far as the welfare of the department permits and substitutes are available. Vacation credits are not cumulative—they must be used during the year they come due. In one city vacations are granted to workers provided they are returning to the department for the following year. Part-time workers serving the year round receive the same number of days as full-time workers. Vacations are looked upon not as rewards for service but as opportunities for workers to gain added health and enthusiasm for the ensuing year.

### TIME SHEETS AND PAY DAYS

Time sheets recording the hours served each day should be submitted for all playground workers and payrolls should be made out on the basis of these records. As a rule, one time sheet is filled out for each playground and the playground director is required to sign

and forward it to the office. On this sheet each worker records daily the exact time of arriving at and leaving the playground. This sheet is signed by all the workers on the playground. Suggested time record forms will be found in Chapter XXI. In some cities each worker is required to submit to the office either daily or weekly records of his own time on duty. Time spent in service away from the playground should be recorded, and in some cities workers are required to fill out time sheets for sick leave and vacation time for which they are to receive pay. Provision should be made for reporting the time of substitutes, either on the playground time sheet or on special forms. It is advisable to post the time sheet in plain sight, inside the cupboard door or in some convenient location where it will serve as a reminder to workers when they report and leave. In one city with year-round playgrounds under the School Board, workers sign the school time sheet. The recreation director makes up the time sheet for the payroll and gives it to the principal who, after approving it, forwards it to the school secretary.

Frequently time reports are submitted to the office or the supervisor each week at the time of the staff meeting. Sometimes they are mailed directly to the office. In one city salary checks are held up one day for each day time reports are late; in another city workers lose a quarter of a day's pay for tardiness in submitting them.

The common practice is for workers to be paid twice a month and payment is generally by check. Sometimes they are paid weekly at the staff meeting. In at least one city school playground directors are handed their checks by the principal.

### LEAVING THE SERVICE

In several cities a playground worker leaving the department is required to submit a complete report of all equipment, supplies and other materials for which he has been made responsible, and to complete all other required records and reports. The final pay check is withheld until such reports have been submitted to the satisfaction of the department. In cities where civil service rules are in effect resignations are not accepted unless in writing. In case a worker refuses or neglects to file a written resignation he is considered absent without leave and notice of dismissal is sent to the Civil Service Commission. A worker should be required to give the department a reasonable time in which to secure his successor, in case he resigns his position.

### SALARIES

Any statement relating to salaries must be made with qualifications, especially at a time when rates of pay are undergoing marked changes. The wide variation in types of playground positions and the corre-

sponding difference in rates of pay make necessary a consideration of the kinds of playground service in a discussion of playground salaries. A large percentage of workers on playgrounds are employed on a seasonal or part-time basis and their rates of pay are therefore determined on a daily or weekly, rather than a yearly basis. Full-time, year-round workers, on the other hand, are generally paid at a monthly or yearly rate. Salaries of workers tend to be lower in southern cities than in other parts of the country, and they are likely to be higher in the large cities than in smaller communities. During the decade 1920-1930 a definite upward trend in playground salaries was noted, tending to bring them more closely in line with salaries paid persons in other positions requiring comparable training, qualifications and experience. The increasing recognition which the recreational use of leisure and its importance is receiving gives promise of an even larger return for playground service in the future.

The range of salaries paid year-round playground directors is indicated by the rates in effect in two or three large cities. One southern city pays its directors who work 30 hours per week from a beginning salary of \$50 or \$55 per month to a maximum of \$100. Directors in a western city are paid at rates varying from \$145 to \$225 per month for 44 hours' service per week. Increases of \$10 per month are granted each year till the worker receives \$185 per month, after which they are made at the option of the department.

In a large eastern city the beginning salary for directors in different types of playgrounds varies from \$1200 to \$1900 per year, with the maximum salary from \$2500 to \$3000 per year. The higher range of salaries is paid directors at playgrounds open daily till 9:00 P.M. throughout the year and with a coordinated outdoor and indoor program. The corresponding salaries paid to play leaders vary from \$1200 to \$1500 on employment to a maximum of from \$2200 to \$2500. The salary range for the women employed as directors of special playgrounds for small children is from \$1200 to \$2200 per year.

The average rates paid throughout the country to playground directors employed the year round lie between those paid in the cities cited—probably nearer the lower scale. The assistant director or play leader receives a lower salary than the director; in the average city it is perhaps 80 per cent as large.

To the playground worker employed for the summer months alone or on a part-time basis during the school year, the salary received is supplementary to that from his primary occupation. Varying qualifications, hours of service, duties and prevailing wage scales and opportunities for employment result in a wide variation in the salaries paid for such playground service. The summer playground director receives a salary of from \$60 to \$200 per month and the assistant director or play leader from \$40 to \$125 per month. In the

eastern city previously referred to, summer directors are paid at the rate of \$5.00 daily. For after-school and other part-time playground service directors are often paid on an hourly basis varying from \$.50 to \$1.50 per hour, with somewhat lower rates for play leaders. Persons employed to give occasional instruction in music, drama, handcraft and other special activities on the playground receive from \$.50 to \$4.00 per hour.

The best paid positions in playground work are those of superintendent of recreation, supervisor of playgrounds or supervisor of special activities. As previously noted, these are the positions which require considerable training and experience, and the number of such workers is small compared with that of the directors and play leaders. A compilation of salaries paid to 226 recreation executives was made by the National Recreation Association, based on 1928 salary data. 188 of the executives (superintendents of recreation) were men and 38 were women. The men's salaries varied from \$1500 to \$8700, the greatest frequency being between \$3000 and \$3900. The women received from \$1200 to \$7500, with salaries from \$2000 to \$2800 most frequent. A study of staff salaries conducted by the Association in 1930 indicated that the supervisors of playgrounds received amounts up to \$4620 per year, the average salary for the various population groups being approximately \$2000. Supervisors of special activities received a slightly lower amount, although the salary range for these workers was considerable. Standards of salary recommended for the various positions in playground work are included in the report on *Training and Experience in Community Recreation Work*.<sup>1</sup>

#### COSTUMES OF PLAYGROUND WORKERS

Regulation of the costume worn by workers on the playground is a subject which deserves mention here. The effectiveness of the playground worker is influenced by the type of clothing which he wears on the playground. It is therefore essential that costumes be such as to enable the workers to perform their duties efficiently and to take part in the various playground activities. High-heeled shoes, party dresses or stiff collars are not appropriate for playground wear. There should be some distinguishing feature about the dress or person so the worker may be identified quickly. Neatness and cleanliness are two additional requirements which influence the opinion in which the leaders are held by the public.

In most cities suggestions or instructions as to the type of clothing to be worn are issued to playground workers but they vary greatly. They may take any one of the following forms:

<sup>1</sup> *Training and Experience in Community Recreation Work*. New York: National Recreation Association. 1931.

1. General suggestions that clothing should be suitable.
2. Suggestions as to the types of clothing that are most suitable.
3. Provision of an official costume or uniform.

It is generally advisable to indicate to playground workers the particular types of dress that are most suitable in order to assure some degree of similarity and appropriateness in their appearance. Men are often required to wear white or light colored shirts with soft collars and dark trousers. The use of sleeveless jerseys or shirts without collars should not be permitted. In some cities white trousers are prescribed, but where they are worn it is essential that they be laundered frequently. In one city the city laundry cares for the uniforms without cost to the department or workers. A white or light colored blouse, pleated or flared dark skirt and low-heeled shoes are frequently recommended for women workers.

Special or official uniforms are seldom required in towns and small cities having only a few playgrounds. In cities where a special uniform is prescribed arrangements are generally made with a particular firm to provide it at a minimum cost, or uniforms are purchased outright by the department and sold to workers. In one city a costume for all girl play leaders which has proved satisfactory over a period of years consists of blouse, full skirt and bloomers, all made of green jean. Three of these suits are sold to the leaders by the department of recreation at a total cost of less than twelve dollars.

*Regulations in Los Angeles.* A number of the factors which might influence the selection of dress for a particular playground or city are suggested in the following detailed regulations of the Playground and Recreation Department in Los Angeles.

"For the men directors, grey flannel trousers, white or light colored shirt, white soft collar, and neat oxford or sport shoes are recommended. On some occasions, as in very warm weather, white duck trousers may be substituted for the grey. For many activities directors may wish to substitute golf knickers and socks for the long trousers. A neat tie should be worn with all shirts except the sport shirt, which is intended to be worn without a tie. If any head covering is worn, it should be the sun visor furnished by the Department, or a sport cap. In cooler weather a plain sweat shirt or sweater may be worn.

"For the women directors, a one-piece sports dress of white or light colored, unfigured wash material is recommended. This dress may be sleeved or sleeveless, as the director prefers, and the skirt should be sufficiently full to permit vigorous play. This general type of costume is to be worn for all ordinary playground work. When directors are engaged in the teaching of formal gymnasium classes, the middie blouse and bloomers or the gym shirt and the knickers with elastic at the knee is advisable, but the bloomer type of costume should be worn only for gymnasium activity. Similarly, special dancing costumes of various types are permitted



for dancing instruction, but not for any other activity. In the conduct of handcraft and art classes a plain artist's smock in any light color may be worn, but the smock is not considered suitable for general playground wear. If a head covering is worn the sun visor furnished by the Department is recommended.

"Both men and women directors should wear at all times when on duty either the sun visor furnished by the Department and bearing the word 'Director,' or the blue felt director arm band furnished by the Department. Chief Directors are responsible for seeing that their staffs adhere to this ruling, which applies to Assistant Directors as well as to Civil Service employees.<sup>2</sup> Arm bands and visors should be kept in a clean and neat condition and new ones should be requisitioned promptly when needed. The Department desires its directors to make an appearance which will be a credit both to themselves and to the Department, but beyond that wishes to defer as much as possible to the individual tastes of its employees. It should be borne in mind that an attractive and distinctive costume, supplemented by some mark of identification, such as the arm band or visor, is an excellent example to the patrons of the ground, helps to give an impression of efficient operation and aids those who are not familiar with the ground in locating the directors when needed.<sup>3</sup>

Regardless of the type of costume worn, it is a common practice to require all workers to wear an official insignia of some sort when they are on duty. This is frequently an arm band or an emblem sewed on a conspicuous part of the costume. In some cities it bears the seal of the city or the department—in others it is in plain color. The title of the worker, such as "Director" or "Play Leader" is sometimes indicated on the uniform either by name or by a designated number of stars. In at least one city, the years of service are indicated by dark blue service stripes on the left sleeve of the uniform.

<sup>2</sup> Under a subsequent ruling the arm band bearing the word "Director" is to be used only by persons on the Civil Service director classification and by student directors. Locker attendants and caretakers wear an arm band with the word "Attendant" in white on a green background. Red and white "Leader" bands are used for volunteer workers.

<sup>3</sup> *A Manual of Rules, Regulations and Information for the Guidance of Department Employees.* Los Angeles Department of Playground and Recreation. 1930.

## CHAPTER XIX

### REGULATING THE USE OF AREAS AND FACILITIES

General policies must also be adopted by playground authorities with reference to the operation and use of the playground plant in order that it may be utilized to the best advantage. In addition, definite rules must be worked out to prevent individuals or groups from monopolizing playground courts or facilities. Among the phases of playground administration which come under these two headings are the fixing of the length of the playground day and season, general rules for the use of the playground, regulations governing the use of ball diamonds, tennis courts and buildings, the granting of permits and the levying of fees and charges for the use of facilities.

#### FIXING THE PLAYGROUND HOURS AND SEASON

Determining the hours during which the playgrounds are to be open under leadership and the number of weeks during which they are to be operated is a problem closely related to that of organizing the playground staff. Its solution involves a consideration as to how the available funds, workers and facilities may be utilized most effectively to meet the varying needs in the particular city.

Seldom is it advisable to set a fixed hour for opening and closing which will apply to all the playgrounds. Varying conditions in the neighborhoods and on the playgrounds make it desirable to have some centers open for longer sessions than others. On small playgrounds affording only a few facilities appealing to a limited age group, a short playground day may be satisfactory, whereas a large, fully-equipped playground should be open from early morning till dark. In high-class residential neighborhoods where children have many play opportunities at home or many other activities to engage in, the playground may serve adequately if open for short periods morning, afternoon and evening. In crowded neighborhoods, on the other hand, where the playgrounds afford the only outlet for wholesome play, they should be open continuously throughout the day and evening. Climate, too, is a factor, and in many southern cities because of intense heat in summer the playgrounds are open only in the late afternoon and evening. A study of attendance records is helpful in determining not only the hours a playground should be kept open

but the amount of leadership which should be provided at various periods. Playgrounds which are fenced are usually available for use only when leaders are present; on the other hand park playgrounds are commonly open for use at all times.

For many years it was the common practice for summer playgrounds to be open for a few hours each morning and afternoon. Recently, however, daylight saving, the increasing use of playgrounds by adults and the need for providing play leadership during the long summer evenings have resulted in a widespread evening use. In some cities where limited budgets make it impossible to keep the playgrounds open for three periods daily, they are closed during the morning hours when the attendance is lowest, and are in use during the afternoon and evening. The lighting of playgrounds has been another factor that has made evening play possible not only during the summer but in other seasons.

The playground day during the summer months is usually from 9 A.M. till 8:30 or 9 P.M. Often no definite closing hour is specified but the playground is kept open till dark. Lighted facilities on areas are used until 10 P.M. in many cities. Occasionally, in case of special evening events held either indoors or out-of-doors, the playground is open until 11 P.M., but rarely should it be open as late and then only with the approval of the executive or supervisor in charge. If attendance does not fully justify keeping the playground open for twelve hours daily, the morning session may be omitted or preferably the playground may be closed for an hour or more at noon and again at the end of the afternoon. Local conditions and habits need to be considered in fixing the specific hours that are best for a particular area. Frequently, especially in smaller communities, the playgrounds are closed Saturday evenings, and in some cities only one or two sessions are held on that day.

In practically all cities the playground hours vary from season to season. Playgrounds open during the spring, summer and fall months only are usually conducted from 3 o'clock until dark during the spring and fall, and all day on Saturdays. If lights have been installed at playground facilities and areas they are likely also to be open for evening use. Even though such playgrounds may have indoor facilities they are seldom open for evening use during the spring and fall months. To open such facilities for community use would be to render a much-needed and appreciated service in many neighborhoods.

As previously reported, the number of year-round playgrounds is comparatively few—2032 in 1935—but a majority of them either have indoor facilities or adjoin school buildings which are used for recreation by community groups. Many of them open at 9 A.M. and remain open through the evening hours. Others do not open until 3 P.M. because there is not a sufficient use of the grounds and buildings dur-

ing the morning and early afternoon hours while the schools are in session to justify keeping them open. During vacation periods, however, leaders are usually on duty all day. In one large city the year-round playgrounds have recently been opened in the morning because of a great demand for their use by the unemployed.

In many cities where conditions do not justify the employment of playground directors the year round and where no regular program is conducted during the winter months, special outdoor winter activities are provided when the weather permits. On playgrounds where ice skating is possible, for example, rinks are constructed and maintained whenever the temperature falls to a point where ice can be formed. On the playgrounds where there is a natural slope or where sled slides have been constructed, as soon as the snow begins to fall workmen are engaged to pack the snow so as to make coasting possible. Special snow or ice events are organized and contests held so as to take full advantage of the opportunity for such activities. Under the leadership of an alert executive large numbers of children can take part in various winter sports at a very slight expenditure. These opportunities can often be extended to young people and adults, especially if lights are installed so as to make possible the use of facilities during the evening hours.

It is probable that the increase in leisure time will result in a widespread demand for an extension of the playground day and, where playgrounds are open for a limited period only, of the playground season. Unless budgets are increased in proportion playground authorities will be presented with a serious problem in attempting to meet this demand. For this reason it is highly important that they should keep careful records of attendance and service during different periods at each center in order that they may have a sound basis for readjusting the hours and determining the number of workers who should be assigned for duty at each.

#### SUNDAY OPERATION

The prevailing practice with reference to Sunday operation varies widely in different cities. In a majority of the smaller cities no playground leaders are present on Sunday and no play activities are promoted, although sometimes a caretaker is on hand to preserve order. Small playgrounds, especially if fenced, are usually closed, but larger areas which provide facilities used by young people and adults are generally open for games and informal play. In the larger cities limited leadership is provided at least on Sunday afternoon, but rarely with a program of activities. Since Sunday is the only day on which many people have an opportunity to take part in outdoor play activities, the use of public recreation facilities should not be denied them

and in some neighborhoods a Sunday program under leadership may be justifiable. Authorities should make certain, however, that the activities do not disturb religious services in churches located near the playgrounds. Public opinion and the needs of the individual community or neighborhood should largely determine the extent to which playground service should be provided or facilities be used on Sunday.

### GENERAL REGULATIONS

Many playground authorities have adopted rules governing the general use of public playgrounds under their control. Such rules usually apply to all the playgrounds, although sometimes modifications in these rules need to be made for the use of individual areas. Some playgrounds, for example, may be restricted to children under a certain age. The rules inform the public as to its responsibilities while using the playground, indicate the conditions under which they can be used, define the position of the managing authority and aid in the enforcement of proper conduct on the part of playground patrons. Like all other rules relating to the playground, their chief purpose should be to protect the interests and safety of the public, to prevent misuse of the playgrounds and to enable them to render the greatest service to the largest number of people. It is not always necessary that regulations be posted, but they may prove very useful to the playground director in dealing with thoughtless, disorderly or unreasonable patrons.

The following regulations governing public playgrounds, adopted several years ago by the Public Recreation Board in Fort Worth, Texas, are typical:

1. PLAYGROUNDS are OPEN TO the GENERAL PUBLIC. Men and women are always welcome, not only as visitors, but to make use of play facilities provided.
2. RESTRICTIONS in the use of public playgrounds are only such as are NECESSARY TO PROTECT THE RIGHTS, SAFETY AND WELFARE of all.
3. Activities of older children and grown-ups are to be so located and so conducted as to avoid danger to smaller children.
4. Batting a HARD BASEBALL is PROHIBITED except on diamonds designated for this purpose.
5. BOISTEROUS, PROFANE OR INDECENT language will not be tolerated.
6. The USE OF TOBACCO in any form is permitted ONLY BY MEN. Men are requested to refrain from its use while mingling with children.
7. For the safety and welfare of all, THOSE FAILING TO OBSERVE these regulations will be SUSPENDED from use of the playground.
8. The playground Director, who is in authority, WILL rigidly ENFORCE these regulations.
9. The PUBLIC RECREATION BOARD ASSUMES NO RISK of injury to anyone.

10. DAMAGE to buildings or property on playgrounds or adjoining is MALICIOUS MISCHIEF and is PUNISHABLE BY A FINE not to exceed \$1,000.00. (See Article 1235, Revised Civil Statutes of the State of Texas.) Violations should be brought to the attention of the PUBLIC RECREATION BOARD.

### USE OF SPECIAL AREAS AND FACILITIES

Special rules have been formulated by most playground authorities with reference to the use of specific areas and facilities. Sometimes, as in the case of regulations in Fort Worth, they are formally adopted; others are drawn up by the playground executive primarily for the guidance of playground leaders. Examples of the latter are the rules governing the use of playground apparatus or the wading pool. They are seldom posted on the playground, but they serve as a guide to the playground leaders in teaching and enforcing the proper use of the apparatus and pool. Suggestions for such rules relating to the use of apparatus appear in Chapter XXIV. Other rules relate to the exclusive use of such facilities as tennis courts, baseball diamonds or playground buildings by individuals, teams or organizations. This use is usually granted on a permit basis, subject to regulations which are often officially adopted. As a rule the permit must be turned over to the director or caretaker of the playground, and in some cases the worker is required to submit a report as to the conduct of the group and the condition of the facility after they have used it. The playground director is not authorized to adopt and post any special rules concerning the use of facilities at his center until they have been approved by his supervisor. All permits should be in writing.

### THE WADING POOL

Special rules relating to the use of wading pools have been widely adopted. In many respects they are fairly uniform but differences are found, especially in the provisions relating to the dress of the children and the precautions as to purity of water. In the case of shallow pools which are used for wading only, children are seldom required to wear bathing suits. In the pools which have a maximum depth of more than 18 inches and which are in reality swimming-wading pools for children, the use of suits is usually compulsory or the children without suits are confined to wading. In such cases rooms for changing and storing clothing are needed and facilities for taking showers with soap should be provided, since children should be required to take a shower before entering the pool. Where pools are deep enough for swimming an attendant, or leader should be on duty at the pool during the entire time that children are permitted to use it. Where pools are only for wading, however, such provisions are not usually necessary. As a rule, wading pools are open only to boys and girls

under 14 years of age. Sometimes the wading pool is open for use during certain hours each day, such as 10:30-12:00, 2:30-4:30, 7:30-8:30. Suggested rules for assuring safety and sanitation in the wading pool are given in Chapter XXIV.

#### BASEBALL DIAMONDS

Because in most cities the demand for baseball diamonds (and in recent years for softball diamonds) exceeds the supply, and also because their use by teams rather than by individuals makes it desirable that reservations be granted in advance for a definite hour, special rules governing the allotment and use of diamonds have been widely adopted. Practices differ as to the method of granting permits, although the general rules governing the use of diamonds are fairly uniform.

In some cities all permits for diamonds are granted by the director of the playground on which the diamond is located. This arrangement is likely to be satisfactory only if the teams are organized around the playgrounds and if there are few if any leagues organized on a city-wide basis. In other cities all reservations are made through the central office. Under this arrangement the director of the individual playground has no authority to grant any team exclusive use of any diamond on his playground at any time. Where this policy is in effect it is desirable that the director be kept informed by the central office of all reservations for his diamonds in order that he may know what games have been scheduled and what teams are to play each day. This may be accomplished by issuing permits or reservations in triplicate, one copy going to the team manager, another to the playground director and the third being kept on file in the department office. The granting of permits through the central office is often the responsibility of the athletic supervisor.

The practice which is followed more often, perhaps, than any other, is for reservations to be made by both the director and the central office or the athletic supervisor. In many cities the assignment of diamonds on Saturday and Sunday is made by the central office, preference being given to the best teams or leagues sponsored by the department. This assures a fair distribution of facilities at the times when they are in greatest demand and when the largest number of fans wish to watch the games. Reservations for the diamonds at all other times may be secured by applying to the playground director. Schedules for teams enrolled in leagues affiliated with the department are worked out cooperatively by the office and the individual directors at the beginning of the playing season. Season permits are granted only with the approval of the central office. This method gives the central office control over the week-end use of diamonds,

thereby assuring consideration to all city teams, and also makes possible the working out of a city-wide league schedule. At the same time it gives the director an incentive to organize teams and to encourage existing teams to use his playground at all other periods. Local conditions determine the limitations which should be placed upon the number of reservations allowed a team in one season. As a rule, except in the case of league teams, permits should not be granted more than two weeks in advance.

In addition to indicating the authority who can issue reservations or permits and the time and place for securing them, regulations governing the use of diamonds usually cover the items included in the following suggested rules:

1. Diamonds are reserved on the following schedule:
  - Adult teams:
    - Week days, except Saturdays, 5 P.M.
    - Saturdays and Sundays, 1 P.M. and 4 P.M.
  - Boys' teams:
    - Week days, except Saturdays, 10 A.M. and 2 P.M.
    - Saturdays, 10 A.M.
2. Boys' games must finish not later than 4:45 P.M. on week days and not later than 12:45 P.M. on Saturdays.
3. Reservations for Sunday games will be issued only to teams whose members are employed six days a week and will not be issued to boys' teams.
4. Teams affiliated with and playing under the supervision of the City Recreation Department or of the Amateur Baseball Commission will be given preference in making reservations.
5. A registration card must be filled out for every team before it is given a reservation.
6. A permit is issued for all reservations and this permit must be given to the director or caretaker in charge of the diamond.
7. Teams using a diamond without a reservation must surrender same at once to anyone presenting an official reservation.
8. Managers of teams using a diamond will be held responsible for conduct of players and spectators and will also be held responsible for any damage to adjoining property. Teams failing to comply with playground rules will be granted no further permits.
9. A reservation will not hold a baseball diamond longer than one-half hour. If teams are not present and willing to play by that time, the field shall be given to the first applicant.
10. The Recreation Board assumes no risk of injury to players or spectators.
11. The diamonds are for use of the general public without charge, and the cooperation of all concerned is solicited in the enforcement of these regulations. The Recreation Board will appreciate the report of any violations or any suggestions which will result in a more effective use of its facilities.



## TENNIS COURTS

Because in practically every city there are fewer public tennis courts than are needed to meet the demand for them, definite regulations governing their use are essential in order to give all a fair opportunity to play on them. In many respects the rules adopted in different cities are similar; in others they differ widely. Some require that all reservations be made through some central point; others provide for all reservations to be made at the courts; sometimes both methods are in use. In many cities each person who wishes to play tennis must register with the department; usually a nominal fee is charged for this. Persons receive a badge or card which shows they are entitled to use the courts. Where a caretaker is on duty at a battery of courts, reservations are often made with him; in other cases players may sign up for a particular court on forms posted near by. The method in use is partly dependent upon whether a charge is made for playing. If there is a charge, reservations are usually made at the court with the caretaker. In some instances, persons may sign up for a definite hour if they pay a fee; otherwise they must wait their turn.

Since few playgrounds have more than three or four courts and consequently do not require the services of a special caretaker, the cost of collecting a fee is likely to exceed the amount taken in. Therefore a majority of playground courts are free. Since most persons using the courts live in the vicinity of the playground, a system of reserving them at the playground is satisfactory to the players and relieves the central office of much clerical work. On the other hand, where courts are concentrated in one or two tennis centers, the collection of fees and the reservation of courts by telephone may be justified. The system which is most convenient to players, assures equal opportunity to all, and involves the least relative expense to the department, should be adopted. Sometimes the advice of a Tennis Advisory Council or Association is sought in the formulation of tennis rules and policies.

The following suggestions are offered for the reservation of courts in a city where they are widely distributed and where no charge is made for their use:

1. At the beginning of the season players register at the department office. Here they are given numbered membership cards or badges which must be displayed whenever a court is claimed. To cover the cost of registration, a fee of 50 cents may be charged for adults and a fee of 25 cents for juniors.

2. Reservation forms for one day's schedule of each court are posted each day at the tennis courts. Players are allowed to reserve courts a day ahead of time. Reservations may be made for only one hour each

day. In doing so, the names and numbers of the players must be indicated. Courts may be claimed only by players who can show cards or badges which contain numbers corresponding to those on the reservation form.

3. If the courts are not well distributed, special provisions for reserving courts should be made for the benefit of those who do not live within ready access to a park or playground where courts are located. For their convenience at certain hours each day reservations can be made at the department office two days in advance. For example, reservations for Thursday can be made on Tuesday from 3:00 to 6:00 P.M. The supervisor of tennis or a specially-designated employee is responsible for noting these reservations on the forms before they are posted at the courts each morning for the following day.

4. Forms recording the preceding day's players should be collected daily and retained for future reference.

Advantages of this system are:

1. The registration at the beginning of the season gives an accurate and valuable list of tennis players who use municipally-controlled courts. Registration gives local players prior rights to the use of courts.

2. The distribution of membership cards or badges at the opening of the season minimizes the clerical detail that would result if reservations were made at the central office throughout the season. It also provides a means of identification.

3. Discipline is imposed by the group itself. This eliminates the need for a guard, clerk, or caretaker at each tennis center.

4. Players may sign up in advance; consequently there is no waiting around for a chance to play. Those who cannot easily get to the playground to sign up may reserve a court by phone or by calling at the office. It is not possible for a person to reserve a court more than two days in advance or to monopolize a court.

#### SUGGESTED RULES

Regardless of the method which is adopted for the reservation of courts, certain rules are frequently applied, among them the following:

1. Courts are reserved for a period of one hour.
2. Persons with reservations who reach courts fifteen (sometimes twenty) minutes late cannot claim reservation if court is occupied.
3. Children under sixteen years of age are not allowed on courts after 1 P.M. on Saturday, at any time on Sunday or before 8 A.M. or after 5 P.M. on other days. (In one city children are permitted to play with their parents at such times.)

4. In case a court is not occupied, any person may play on it until the time of the next reservation.
5. Persons playing singles are expected to play doubles when others are waiting to use the courts. Courtesy demands that the two using the court invite into the game those who are waiting.
6. One person cannot continue to hold a court if others are waiting to play. If four others come along, they may use the court; if two people wish to play, the person who was holding the court should be invited to join them.
7. Anyone reserving a court and being unable to use it should cancel his reservation. Repeated failure to do this may result in the person's being barred from further use of courts.
8. Players must use their own names and numbers when reserving courts. Violations of this rule will debar player for the remainder of the season.
9. Players cannot reserve a court for more than one period at a time. They cannot sign for another period until they have completed their one period of play.
10. No person is permitted to reserve a court for more than one period in one day. He has the right to use a court which is free, however, even though he has played during a reserved period.
11. Shoes with heels or a straight edge suction sole are not allowed on clay courts.
12. The director or caretaker determines when players may use courts after a rain and may prohibit players from using a court while he is rolling, sprinkling or marking it. (A definite schedule of court maintenance, subject of course to weather conditions, makes it possible to close the courts to players during specified hours, thereby reducing delays and disappointments to persons who otherwise might sign up for these hours.)
13. In the interest of the tennis public, violations of rules should be brought to the attention of the playground authorities.

A copy of the form used in reserving courts in Newton, Massachusetts, appears in Chapter XXI.

#### USE OF INDOOR FACILITIES

There is little uniformity in the procedure followed in different cities with respect to the use of field houses, club rooms, gymnasiums and other facilities in playground buildings. Different conditions and rules often obtain in the use of the same facilities by different groups. For example, on a particular ground groups organized and conducted by the playground staff are subject to different rules from groups who merely use the playground building for their meetings or who secure a permit for a party or dance.

Field houses and other playground buildings affording facilities for indoor activities are primarily for use in connection with activities

and groups organized as part of the playground program. For this reason they should be utilized as fully as possible for activities sponsored, organized or supervised by the director and his assistants. If a varied, attractive program is provided there are likely to be few periods when the facilities will not be needed for such activities. Accordingly it is a wise policy not to give permits for weekly or monthly meetings to outside organizations unless the facilities are not needed for the playground program. Single permits for the use of one or more rooms at one time may be granted, however, to outside organizations. No permits are required, of course, by the groups organized or sponsored by the playground staff.

Organizations requesting the use of indoor facilities should be required to file a written application with the playground director or at the department office on forms prepared for this purpose. As a rule, applications should be filed at least a week in advance of the date for which a permit is desired. Preference in granting applications is sometimes given to neighborhood groups organized for a recreation purpose, to civic organizations such as the Parent-Teacher Association or Scouts, or to groups democratic in character, whose activities are open to the general public.

Policies vary as to what charges if any are made for the permit; usually agencies organized for a civic purpose are given a free permit whereas organizations conducting activities for the exclusive benefit of its restricted membership are obliged to pay a nominal fee. Organizations granted a permit for use of a playground building are seldom allowed to charge admission, except with the approval of the director or executive and then only when funds are to be used for some civic project or to defray the expense of the occasion. Organizations requesting a permit to hold regular meetings in a playground building should be required to submit a list of officers and members, to state their purpose and, in the case of children's or youth groups, the names of their sponsors or advisers.

All permits should specify the hours during which they are to be in force, the rooms or facilities to be used, the special rules to be observed relative to smoking, chaperones, care of equipment, decorations, responsibility for payment of janitor (if a condition of the permit) and liability for property damage. A member of the playground staff should be on duty at all times that the building is in use, and in case a large attendance is expected it is advisable to request additional police and fire protection. If the group is to use dining-room or kitchen equipment a deposit is sometimes required to cover breakage.

#### OTHER FACILITIES

Frequently special rules and regulations are adopted governing the use of such features as the bowling green, handball courts, horse-shoe courts and archery range. Their preparation involves few additional problems. The primary objective, as in the case of the other facilities, is to regulate their use so they will yield the maximum usefulness to the largest number of people.

## CHAPTER XX

### PLAYGROUND FINANCE

Money is needed to acquire, equip and operate playgrounds. Therefore it is essential that playground workers be familiar with the sources of financial support, the methods by which funds may be used to the best advantage and their own responsibility in the handling of such funds.

In the early days of the playground movement playgrounds were financed to a large extent by the contributions of individuals. The raising of funds for equipping and conducting playgrounds was an important responsibility of persons and agencies engaged in playground work. The financing of playgrounds has since been widely accepted as a municipal responsibility. Comparatively few playgrounds are now financed either entirely or in large part by private funds. Consequently, few playground agencies and authorities are obliged to conduct campaigns for funds and to solicit private contributions. Their task is rather to secure from the local appropriating body adequate funds with which to maintain and extend the playground facilities and service. As previously pointed out, legislation authorizing municipalities to acquire and operate playgrounds generally provides the legal basis for such appropriations and expenditures.

The two major purposes for which playground funds are expended are (1) for acquiring and developing areas for playground use, and (2) for operating and maintaining them. Money spent for the former is known as a *capital* expenditure or outlay, and for the latter as a *current* or operating expenditure. Sometimes funds for both purposes come from the same source, but often different methods are used for raising money for capital and for current expenses.

#### SOURCES OF PLAYGROUND FUNDS

In a majority of cities playground funds are obtained by appropriation of the city council or other appropriating authority. The amount needed for current expense is generally included in the city budget as a part of the budget of the department in charge. In a number of cities playground funds are secured from a special mill tax levy authorized in several state enabling acts upon approval of the people by a referendum vote. In several states special park or

school legislation provides for a fixed or variable millage tax, part of which may or must be used for playground purposes. Municipal appropriations and special tax levies are used primarily to meet current expenditures.

Purchase of land and major improvements on playground property are sometimes financed by these methods, but more often they have been accomplished through bond issues. In a number of cities the purchase of land and its development for playgrounds have been financed either in whole or in part by direct assessment upon property holders who have benefited by the improvement. Gifts of land or of money for the purchase of land or for the equipment of playground areas have been made by public-spirited citizens in hundreds of cities. Sometimes these gifts have included funds for the operation or maintenance of the properties.

During the depression local financial support for playgrounds has been supplemented by large sums allocated from federal and state emergency relief funds. In hundreds of cities persons on the relief rolls have been assigned to public playground departments for service as activities leaders. In a still greater number of cities persons have been put to work on projects involving the grading, equipment, construction or beautification of playground areas. As a result, marked progress has been made in the development of playgrounds throughout the country since 1930 and many communities have enjoyed for the first time the advantages of a playground program under leadership. Unless federal and state funds are to be continued indefinitely, increased local financial support will be required if the new playgrounds are to be maintained and operated and if the programs now being carried on by emergency workers are to be continued. The problem of securing adequate funds for an expanding playground service is one which merits most thoughtful consideration by playground authorities.

Fees and charges for the use of facilities such as tennis courts, for special instruction or service, or for admission to entertainments on the playground often provide supplementary income. Revenue is sometimes derived from the sale of refreshments or from concessions. Frequently money is contributed by local organizations for special purposes, such as athletic badges, playground awards, game or handcraft materials or a piece of apparatus. Consideration will be given later to a few of these methods of raising funds.

#### SECURING PLAYGROUND FUNDS

Although there are many sources from which funds for playgrounds are derived, a large percentage of all the money spent each year for operation and maintenance comes either from municipal or school appropriations or from special tax levies.

## BY APPROPRIATION

Each city department is expected to submit to the proper city official by a given date a detailed estimate of the funds required for the conduct of the department during the following year. A playground department's estimate relates only to playground purposes, but in the case of other departments conducting playgrounds only a part of the funds requested is for this purpose. For example, in a city where playgrounds are under a department of public works or a department of welfare, the amount requested for playgrounds is likely to be only a small percentage of the entire department budget. But the extent to which playgrounds receive a fair share of the available funds is determined not only by the amount which the department requests but also by the importance which the appropriating body attaches to playgrounds as compared with other municipal services. If this body has been convinced of the importance of playgrounds, if the service rendered by the department in charge is efficient and if additional funds are available, there is a greater possibility of expanding the playground budget than in cities with a special tax levy. Therefore it is wise for playground authorities to keep the appropriating body fully informed as to the service rendered by the playgrounds and its value to the city and also as to the need for additional leaders, facilities and funds. In most cases where playgrounds are conducted under school auspices an item for this purpose is included in the regular annual school budget.

## IN CITIES WITH A SPECIAL TAX

As previously stated, playground funds in many cities are secured from a special mill tax levied for the support of a recreation department, park department or other governmental agency. There are few cities which have a special tax for playgrounds alone. The extent to which playgrounds receive a reasonable share of the department's funds depends primarily upon the importance which is attached to playgrounds as compared with other functions of the department. Some park authorities are more concerned about providing golf facilities or landscape parks than playground programs, and in their cities the playgrounds are likely to receive a small share of the park income. On the other hand, recreation departments often consider playgrounds the most important part of their service and consequently allot a generous share of their income for playground use. The budget of a department which receives its funds from a special mill tax is seldom subject to the approval of the mayor, council or other city authorities. Therefore the amount which is made available for playground purposes is determined by the department authority, usually a board or



commission. The total amount which a department receives from a special levy is practically the same each year, except as the rate may be changed or the ratables may vary from year to year.

### THE PLAYGROUND BUDGET

A budget has been defined as "an estimate of proposed expenditures for a given period or purpose and the means of financing them, as expressed in appropriation and revenue acts, ordinances, or resolutions." Provision for financing playgrounds and authorization for expending funds allocated for this purpose are in most cities included in the comprehensive budget adopted by the city authorities each year.

The *budget document* is the instrument used by the budget-making authority to present a comprehensive financial program to the appropriating body. It includes a balanced statement of the revenues and expenditures of the departments and also other exhibits to report the financial condition of the several funds of the government: (1) at the end of the last completed fiscal year; (2) the estimated condition at the end of the fiscal year in progress, and (3) the estimated condition at the close of the ensuing fiscal period, if the financial proposals contained in the budget document are adopted. The budget document (hereafter referred to as the budget) does not become effective until it is approved or adopted by the appropriating body, when it becomes the controlling financial plan for the department during the year or period which it covers.

### PREPARING THE BUDGET

The preparation of the playground budget should be a cooperative project in which the members of the playground staff have an opportunity to participate. It is especially desirable that year-round directors be given a chance to report the special needs of their playgrounds and to suggest changes in program or maintenance which might affect the amount or distribution of funds allotted to the individual playgrounds. The advice of supervisors should be sought as to the requirements for their division or special activity, or as to revision of methods which might involve budget changes. The responsibility for preparing the detailed budget estimate, however, rests directly upon the playground executive or recreation superintendent. In case he serves under a superintendent of parks or schools, the budget estimate must pass through the latter's hands and receive his approval before it is submitted to the playground authority. If the executive is responsible directly to the city manager, mayor and council or a city commissioner, he submits the estimate to his superior officer. If he is employed by a

board or commission, the estimate is presented to the board for study, revision and approval. It is then presented to the appropriating body for consideration along with the estimates and requests of other city departments and for final approval. As previously mentioned, some boards have full authority to adopt their own budgets.

In submitting the budget estimate to his superiors the playground executive must be prepared to explain and to justify fully all requests, especially new items and increases. He must satisfy them that the funds received in the past have been wisely used and that the amounts requested are essential to the effective and economical operation of the playground system. After the budget estimate has been approved by the board and is presented to the appropriating body, the board, with the advice of the executive, should be ready to answer questions relative to items requested. If the estimate has been soundly prepared, the board should urge that in so far as funds are available the amounts needed for playground operation be appropriated.

As a rule, the preparation of a department budget requires information as to expenditures for one or two preceding years and for the current year, as well as the estimated needs of the department for the following year. Uniform budgetary forms and practice are usually prescribed for all departments of a municipality and the forms used by playground authorities will need to conform with such practice. George Hjelte, Superintendent of Recreation in Los Angeles, has offered the following helpful suggestions as to the form of budget estimate:

"The budget estimate is usually submitted to the budget-making authority on columnar sheets showing after each item: (1) The expenditures in each of the two preceding years; (2) the expenditures to date in the current year; (3) estimated expenditures as at the close of the current year; and (4) estimated expenditures for the coming year.

"Detail sheets showing how the several estimates are built up should accompany the department budget. For example, the detail sheet for "Services, Personal" should show under "Salaries and Wages, Regular": (1) The classification of positions; (2) the names of incumbents; (3) ordinances fixing salaries; (4) the compensation for the current year; (5) the compensation recommended for the coming year.

"Unit costs of all items enumerated in the budget should be shown together with the number of units that make up the total request."<sup>1</sup>

Only playground workers in executive positions have responsibility for the preparation of playground department budgets, but a general knowledge of the important features is useful to every playground worker. A simple expenditure classification in common use has the following main headings:

<sup>1</sup> George Hjelte. *Recreation Department Budget Making and Administration*. New York: National Recreation Association. 1925.

1. Services, Personal.

This includes salaries and wages of regular and temporary workers.

2. Services, Contractual.

This covers such items as communication and transportation, subsistence of persons and animals, printing, binding and advertising, heat, light, water and power, repairs and janitorial and other services.

3. Commodities.

Under this heading are entered office and recreation supplies, food, fuel, building materials and repairs.

4. Current Charges.

These include rent of buildings and equipment, insurance, registrations and taxes.

5. Current Obligations.

This heading covers interest, pensions, grants and subsidies.

6. Properties.

Equipment of all sorts, buildings and improvements, including trees and shrubs, and land purchases are entered here.

7. Debt Payments.

These comprise serial bonds and sinking fund instalments.

### SOME GUIDING PRINCIPLES

Important as it is to know the technique of budget preparation and procedure, it is even more essential that the budget provide a wise distribution of funds among the various elements comprising the playground system and its service. A thorough understanding of the objectives to be attained, the areas and facilities available, the program to be carried on and the personnel requirements, is fundamental to wise budgeting of playground funds. No set of universally applicable standards or rules can be established because local playground conditions differ so widely. However, in the light of the statements presented in preceding chapters, there are a few general principles which should serve as guides in the wise use of funds.

Do not ask for big increases in any one year. Have a definite, progressive plan for major repairs, replacements, new areas and facilities, and request funds for one or two such items every year.

In case of reduced funds, remember that competent leadership is essential to securing adequate returns. A minimum staff of workers is necessary to a successful program.

Provide for at least one trained, experienced leader on every playground. Better one such worker than two who are not competent, since through wise planning and use of volunteers a richer program will result.

Distribute funds so as to serve all parts of the city. In order to give maximum service determine the hours different playgrounds will

be open under leadership on the basis of previous attendance records morning, afternoon and evening.

Set aside an amount sufficient for needed repairs and maintenance. Neglect of properties results in increased cost and reduced service.

Purchase supplies which will serve the largest number of children in the greatest variety of activities. Some game supplies can be used for many activities; others have a very limited use.

If necessary, omit or reduce items which may be provided for in some other way. For example, it may be much easier to secure funds from a local organization to purchase medals or athletic supplies than for the payment of a playground leader's salary.

Plan for the extension of your program and request money for some new feature each year. This will indicate that the department is progressive and not merely marking time.

Be willing to try and accomplish something with a small amount before requesting that a large amount be appropriated. If the need for some type of service has been demonstrated, a request for an increase will more likely be approved.

Estimate requirements as closely as possible. A large, unexpended balance at the end of the year is likely to indicate carelessness in estimating needs and to result in reduced appropriations in succeeding years.

Submit an honest budget. Play fair with the appropriating authorities. Do not attempt to "pad" certain items in order to secure funds for some non-designated purpose.

#### SUGGESTED PLAYGROUND BUDGETS

Conditions which affect playground costs vary widely in different communities and costs of services and materials fluctuate from year to year. Nevertheless, it is believed that even with these limitations suggested typical budgets with specific cost estimates will be more helpful than mere generalizations in considering this subject.

##### FOR THE INDIVIDUAL SUMMER PLAYGROUND

Many small communities have only one playground open under leadership only during the summer. Therefore the first form of playground budget presented is one providing for the operation of a single playground during the summer months. This budget provides alternative amounts for most of the individual items. The first of the two columns indicates the amounts which are believed essential for highly satisfactory service; the funds suggested in the second column will make possible only limited service. The budget provides for a 10-week season, and it is assumed that the playground is fairly adequate in size and contains a variety of equipment and facilities. Obviously a small school yard or a park playground designed to provide only

a few kinds of activity can be operated for a lesser amount. The items follow the order and general headings previously suggested.

BUDGET ESTIMATE FOR AN INDIVIDUAL SUMMER PLAYGROUND FOR A 10-WEEK PERIOD

*Services, Personal*

Salaries and Wages, Temporary:

	<i>Normal</i>	<i>Limited</i>
(1) Playground director @ \$25-\$30 per week ..	\$300.00	\$250.00
(2) Asst. playground director @ \$16-\$24 per week	240.00	160.00
(3) Play leader @ \$12-\$15 per week	150.00	—
(4) Caretaker (part time) @ \$7.50 per week . . . . .	75.00	—
	\$765.00	\$410.00

*Services, Contractual*

(5) Postage, printing, etc. . . . .	5.00	—
(6) Light, water and power . . . . .	20.00	—
	25.00	0.00

*Commodities*

(7) Office—books, supplies, etc. . . .	10.00	5.00
(8) Game materials . . . . .	75.00	40.00
(9) Handcraft supplies . . . . .	30.00	15.00
(10) Miscellaneous supplies . . . . .	30.00	15.00
(11) Repairs . . . . .	35.00	15.00
	180.00	90.00

*Properties*

(12) New equipment . . . . .	30.00	—
	30.00	0.00
TOTAL . . . . .	\$1,000.00	\$500.00

A few comments may be helpful in interpreting the items in the preceding statement:

1. The playground director is the most important factor on any playground and an item for his salary deserves the first place on the budget. Even though salaries have decreased during the depression, a person competent to direct a playground, especially in a small city where there is no overhead supervision, should receive at least \$25.00 per week; \$30.00 per week is a more reasonable figure.

2. No person can be expected single-handed to conduct a satisfactory play program or to give adequate supervision to a playground of three or more acres. The minimum staff on a playground should be two workers—one for the older boys and the other for the young children and the girls. The budget provides for an assistant director to be paid from \$16.00 to \$24.00 per week. The former is too low a figure to attract a competent worker in many communities.

3. There has been a growing tendency to keep the playground open evenings when the attendance is often greater than during the day. If the playground is also to be open mornings and afternoons, and if

two workers are to be present each session—both of which conditions should usually be met—a third worker is needed. This also makes it possible to have a leader on the playground at all times from morning through the evening hours; otherwise the playground must be closed or without supervision at meal times. Few will claim that \$12.00 to \$15.00 is too large an amount to pay the play leader. The limited budget does not provide for such a worker.

4. It is assumed that the playground has a shelter house and wading pool, lawn areas, hedges, shrubs and other plantings, as well as a variety of apparatus and other equipment. As pointed out in Chapter IV, the maintenance of a well-developed playground is not a simple matter. It can be cared for by the playground directors, but to do so will seriously interfere with their attention to the play program. Other maintenance duties can be neglected only to the detriment of the playground plant. The full time of a caretaker is not likely to be needed, but part-time service of such a worker is a most worthwhile investment. The limited budget does not provide for caretaker service.

5. Frequently there is need for notifying committee members of meetings or of requesting people to serve as volunteer officials or judges at special events. It may seem wise to issue a printed or mimeographed announcement of the playground schedule and program for distribution in the community, or to send out a brief report at the end of the season. A small item is included for this purpose in the normal budget only.

6. Light, water and power often do not appear in the individual playground budget because they are supplied by a city department or are charged to the city's bill. If special events are to be conducted at night, lights will be needed. Water is used for the wading pool, drinking fountains, playground building, for sprinkling and other purposes. Twenty dollars will generally cover all such costs. No item appears in the limited budget, so if used, such services must be paid from other funds.

7. A minimum of office supplies is essential. A small amount for purchasing them is suggested in each budget.

8. Game materials are used more and in greater quantities than any other type of playground supplies. A large playground with many courts and play areas will require a considerable amount of game and athletic materials. Even the limited budget must allow for an ample supply.

9. Handcraft has become an exceedingly important feature of the playground program. Many types of handcraft projects may be carried on at very little cost, but certain materials and tools are required. The estimates in both budgets are moderate.

10. There are many other materials and supplies which are essential to playground maintenance and operation. Lime for marking

courts, sand for sand boxes, tools and disinfectants for toilet rooms, are only a few of these. The amounts suggested will need to be spent carefully to carry the playground through a ten-week season.

11. Emphasis has been laid upon the importance of prompt repairs. Apparatus gets out of order, goals and other game equipment deteriorate, windows are broken and other items need care, all of which involves expense. Many of the repairs will be made by the caretaker. If it has no caretaker and if only \$15.00 a year is allotted for repairs, the playground with the limited budget will require a much larger expenditure for this purpose every few years. The item in the normal budget, however, should take care of normal repairs.

12. The addition of a new piece of equipment from time to time adds to public interest in the playground and makes for its all-round development. A small item for new equipment is included in the normal budget.

The total estimated amounts needed are \$1,000.00 for the normal budget and \$500.00 for the limited one. It may well be asked whether there would be 100 per cent difference in the service between playgrounds operated on the two budgets. It should be kept in mind that the normal budget makes possible a 50 per cent increase in leadership in addition to caretaking service. It provides for twice as many supplies of various types and also allows for reasonable repairs and new equipment. Leadership accounts for a large percentage of the total in both budgets. Although a well-equipped playground of three acres or more could be operated with a fair degree of success for less than \$1,000.00 for a ten-week season, it is very doubtful if it could be done for \$500.00 unless materials or services were donated. The low unit cost of the playground is indicated by the fact that even with the \$1,000.00 budget, if the morning and afternoon attendance is only 100 each period and the evening attendance 150, the cost per visit is less than five cents.

#### A CITY'S SUMMER PLAYGROUND BUDGET

Varying local conditions make it impracticable to prepare a standard summer playground budget for a city. Size, number, facilities and geographical distribution of the grounds, types of neighborhoods, other recreation opportunities afforded by the city and the need for including an item for maintenance are several controlling factors. On the other hand, the principles and method of determining the amount of money required to provide an adequate city-wide playground service during the summer months may best be illustrated by presenting a sample or suggested budget. A study of the Recreation Year Book<sup>2</sup> shows that on the average about ten playgrounds are conducted during the summer months in cities from 25,000 to 60,000 population. Be-

<sup>2</sup> Year Book issue of *Recreation*, June, 1936. National Recreation Association.

cause so many cities within this population range conduct playground programs only during the summer months, and because ten playgrounds form a fairly satisfactory supervisory unit, an estimate has been prepared on this basis. As in the case of the individual playground, normal and limited budgets have been suggested. It is probable that the average cost per playground would be approximately the same for any number of playgrounds from six or seven upwards. In case of fewer than six playgrounds the overhead cost of supervision would probably make the average cost slightly higher. On the other hand, local conditions would probably affect the costs more than the number of areas open under leadership.

A SUGGESTED SUMMER BUDGET FOR TEN PLAYGROUNDS FOR A 10-WEEK PERIOD

<i>Services, Personal</i>	<i>Normal</i>	<i>Limited</i>	
(1) 1 Supervisor of Playgrounds @ \$40-\$50 per week	\$ 500.00	\$ 400.00	
(2) 1 Office secretary and clerk @ \$10-\$18 per week	180.00	100.00	
(3) 2 Special supervisors @ \$20-35 per week	600.00	450.00	
(4) 10 Playground directors @ \$20-\$30 per week	2,850.00	2,300.00	
(5) 10-14 Assistant directors and play leaders @ \$12-\$24 per week	2,760.00	1,800.00	
(6) 1 Foreman (12 weeks) @ \$22-\$25 per week	300.00	264.00	
(7) 2-4 Laborers (12 weeks) @ \$15-\$18 per week	864.00	396.00	
	<hr/> \$8,054.00	<hr/> \$5,710.00	
<i>Services, Contractual</i>			
(8) Rental of truck	60.00	20.00	
(9) Postage, printing	25.00	10.00	
(10) Light, water and power	50.00	20.00	
<i>Commodities</i>	<hr/> 135.00	<hr/> 50.00	
(11) Office supplies	60.00	30.00	
(12) Gasoline and oil, general supervisor	30.00	20.00	
(13) Gasoline and oil, special supervisors	30.00	10.00	
(14) Gasoline and oil for truck	10.00	—	
(15) Game supplies	600.00	300.00	
(16) Handcraft supplies	250.00	150.00	
(17) Miscellaneous supplies	100.00	50.00	
(18) Repairs	300.00	150.00	
	<hr/> 1,380.00	<hr/> 710.00	
<i>Properties</i>			
(19) New equipment	300.00	—	
	<hr/> 300.00	<hr/> 00.00	
TOTAL	<hr/> \$9,869.00	<hr/> \$6,470.00	



The following comments concerning several of the budget items may be helpful in understanding the basis on which the various estimated costs were computed:

1. A general supervisor will be needed to plan and direct the summer program. A trained, experienced executive is needed for this work, and the salary scale indicated should attract a competent worker for the summer season only.

2. The preparation and checking of various records, reports, time sheets, instructions to workers and other clerical items require at least the part-time service of an office secretary or clerk. This person may also take charge of the supply room and give out general information in the absence of the general supervisor.

3. It is highly desirable that a handcraft supervisor be employed and one other person to supervise other special activities. Both of these workers may not be needed on a full-time basis.

4. A director will be needed on each playground. Because of the supervision available and because one or more of the playgrounds are likely to be small and have a limited program, a lower minimum salary has been suggested than in the individual playground budget. However, most of the directors will be entitled to the same salary as suggested in the case of the individual playground.

5. Except in the case of small or special areas it will be necessary to provide each director with an assistant. On the larger areas two other workers will be needed. The normal budget allows for fourteen assistants and play leaders. This would make possible a distribution of workers as follows: one worker each at two playgrounds; two workers each at two playgrounds; three workers each at six playgrounds. The limited budget allows for only ten assistants, or one per playground. The salary range is the same as in the individual playground budget.

6. The preparation for use and the maintenance of ten playgrounds require the services of a competent mechanic and jack-of-all-trades. In many cities it would be difficult to secure such a person for the amount suggested. The estimate provides for twelve-weeks' employment to permit the playgrounds to be put in condition and the apparatus to be erected and taken down before and after the playground season.

7. The amount of caretaker service required would vary greatly, but a minimum of two workers is believed essential, and if a few of the areas are large, as is likely to be the case, four workers would doubtless be needed. They should be paid according to the prevailing local rate for this type of work. The limited budget allows for only two such workers. Like the foreman, they are employed for a twelve-week period.

8. In order to move maintenance equipment and materials from

one playground to another, to transport caretakers, to distribute playground supplies and to move such equipment as bleachers to grounds having special events, the use of a light truck is essential. A small item is provided in both budgets for truck rental. Unless this is done the service must be performed by city trucks without charge or by trucks loaned when occasion demands. A light trailer which can be attached to the automobile of the supervisor greatly reduces the amount of trucking necessary.

9. Very modest amounts are included for printing, postage and similar expenses.

10. In case several of the playgrounds have wading pools, especially large ones, or are lighted for evening use, larger budget items will be required than have been suggested.

11. { The items for supplies of various kinds are considerably less  
15. { per playground than in the individual playground budget,  
16. { because of the savings effected by purchasing in quantities and  
17. { the possibility of exchanging between playgrounds and of making repairs more efficiently. The normal budget allows approximately twice as much for supplies as the limited budget.

12. { The use of an automobile saves a great deal of time of the  
13. { supervisors in traveling from one playground to another.  
14. { Where these workers have automobiles which can be used for this purpose, the playground department benefits greatly, and it is only fair that the workers should be reimbursed for the gas and oil which they use in the course of their work. An item for fuel must also be included in case the department rents a truck for the playground season. No such item appears in the limited budget.

18. Expenses for repairs are inevitable on ten playgrounds, and provision for such expense is made in each budget. Most of the repairs can be made by the foreman and his assistants but if competent workmen are not employed it may be necessary to engage mechanics to care for special items such as repairing drinking fountains and plumbing.

19. In most cities with ten playgrounds some new equipment should be installed every year. The normal budget alone provides for this. Naturally any large items such as a shelter house, wading pool, outdoor theatre or tennis courts would require a much larger item than is suggested.

The total estimated amount needed to conduct the playground program for ten weeks is between \$9,869.00 and \$6,470.00, or from \$986.90 to \$647.00 per playground. The former figure is slightly lower than the amount previously estimated for the individual playground, but the average "limited" cost per playground is considerably higher than the limited budget for the individual playground. This is due to the additional cost of the supervisory service and also to the pro-

vision for maintenance labor costs. The value of these two additional items to the playground program and to the general condition and appearance of the playgrounds cannot be denied.

#### THE BUDGET FOR A LONGER SEASON

Any attempt to work out a budget covering the year-round operation of a single playground or of a playground system presents even more problems and complications than in the case of summer operation alone. Nevertheless, with the gradual lengthening of the playground season to include not only the spring and fall months but the entire year, a consideration of the cost factors is important. Because of the varying situations and the resulting differences in cost, budget estimates would be of questionable value except as related to a particular situation. A few suggestions, however, are presented here.

*A Budget for a Spring and Fall Playground:* Consider, for example, a playground with limited facilities for indoor recreation, located in a northern city and opened for play daily after school and on Saturday during the spring and fall months. What would be the approximate cost of providing such service? One worker, preferably two, will be needed for two or three hours per day five days a week and about six hours on Saturday. The season may extend for about five months, beginning early in April and lasting until late in November. Some craft, quiet game and other materials will be needed, but because children are in school most of the day the program will consist primarily of active games and strenuous activities, many of which require little special equipment. Many of the other items in the summer playground budget can be materially reduced or entirely eliminated from the spring and fall budget. For example, since wading pools will not be in use, water and caretaking costs will be less. An estimate of the cost of a spring and fall playground follows:

#### ESTIMATED COST OF A SPRING AND FALL PLAYGROUND

1 Playground director @ \$10 per week—24 weeks.....	\$240.00
1 Assistant director @ \$8 per week—20 weeks.....	160.00
Playground supplies .....	50.00
Miscellaneous—repairs, light, maintenance, etc.....	50.00
	<hr/>
	\$500.00

This estimate indicates that the extension of the playground program through the spring and fall months adds approximately one-half to the cost of the regular summer program. Naturally the spring and fall activities will be limited almost exclusively to children, and because of the many other activities which make demands upon the

time of children during the school year the attendance is likely to be less than during the summer months. Even with these limitations, the cost per child served is very low. The total cost of operating a playground during the spring, summer and fall months, according to the preceding estimates, is found to be between \$1,500.00 and \$1,000.00.

*A Fall and Spring Program for Ten Playgrounds:* How much expense would the operation of ten fall and spring playgrounds incur? Each would require a director, and a second worker would be needed on most of them. There would probably be a few of the ten playgrounds which, due to size or number of children to be served, would need only one worker. Supplies and miscellaneous items of expense would average the same as on the individual playground. In addition, a general supervisor of playgrounds and a supervisor of special activities would be needed to plan feature events, to conduct special activities and to supervise the program. Less record keeping would be involved than during the summer, and the supervisor might take care of the department records or a clerk be employed, perhaps one day each week, for this purpose. Therefore the expense items might be somewhat as follows:

#### ESTIMATED COST OF SPRING AND FALL PROGRAM FOR 10 PLAYGROUNDS

General supervisor @ \$18 per week . . . . .	\$ 432.00
1 Supervisor of special activities @ \$14 per week . . . . .	336.00
10 Directors @ \$10 per week . . . . .	2,400.00
6 Assistant directors @ \$8 per week . . . . .	1,152.00
Playground supplies . . . . .	400.00
Miscellaneous—repairs, lights, maintenance, etc. . . . .	500.00
<b>TOTAL . . . . .</b>	<b>\$5,220.00</b>

The average cost per playground is therefore \$522.00, or less than \$22.00 per week. The total cost of operating the ten playgrounds during the spring, summer and fall, according to the estimates, is between \$15,089.00 and \$11,690.00.

#### THE YEAR-ROUND PLAYGROUND BUDGET

Except in the large cities, there are relatively few playgrounds which are open under leadership the year round. As previously mentioned, year-round playgrounds are usually carried on as a part of a city-wide recreation system and the costs are not easily determined by a study of the department budget. Year-round budgets generally differ from summer and seasonal budgets in the following respects:

1. Directors and supervisors are employed on a full-time, year-round basis.

2. Higher salaries are paid directors and supervisors than to seasonal workers, who usually have some other paid position.
3. Because of the indoor facilities, regular janitorial or custodial service is essential.
4. For the same reasons, items for insurance, fuel, light, water and maintenance are higher.
5. Part of the expense for instruction and materials in the case of adult groups is often met from fees and charges.

*The Playground Budget in a Mid-Western City:* Some of the characteristics of year-round playground budgets are illustrated by the budget of the Playground Board of a mid-western city of about 65,000. In this city there are five playgrounds, each of which is attractively landscaped and has a building suitable for many indoor activities. The budget for playgrounds has been cut drastically during the past few years, but the availability of emergency leaders has prevented a proportionate reduction in service. Donations from service clubs and fees for instruction have also supplemented the funds received from the city. The budget for the year 1936 follows:

Salaries	
Director . . . . .	\$ 2,592.00
Superintendent of grounds . . . . .	2,430.00
Bookkeeper . . . . .	540.00
Stenographer . . . . .	240.00
Playground leaders	
Summer schedule:	
5 Leaders—2½ months @ \$125 per month . . . . .	1,562.50
1 Leader—2½ months @ \$75 per month . . . . .	187.50
Spring, fall and winter schedule:	
5 Leaders—9½ months @ \$75 per month . . . . .	3,562.50
Caretakers	
1 @ \$130 per month . . . . .	1,560.00
1 @ 125 per month . . . . .	1,500.00
4 @ 120 per month . . . . .	5,760.00
Office supplies . . . . .	72.00
Maintenance of three automobiles . . . . .	827.50
Playground supplies . . . . .	520.00
Improvement of playgrounds, planting . . . . .	98.00
Water . . . . .	248.00
Light . . . . .	510.00
Maintenance supplies	
Grounds . . . . .	558.00
Buildings . . . . .	774.00
Insurance . . . . .	198.00
Interest . . . . .	3,275.00
<b>TOTAL . . . . .</b>	<b>\$27,015.00</b>

It is worth noting that the salaries paid the maintenance workers total \$11,252.00 as compared with only \$7,994.50 paid the leadership

personnel and that the monthly rates are also higher. Unfortunately, in many cities budget cuts were more severe in the leadership than the maintenance items.

*Cost of Playground Operation—Los Angeles:* The Playground and Recreation Department of Los Angeles, which operates 46 playgrounds the year round, issues an annual statement reporting the cost of its various services. The figures relating to playground operation afford a basis for studying the relative distribution of playground costs between the various items in the budget. Following is the financial statement of operations for the fiscal year ending June 30, 1934.<sup>3</sup> In addition to the direct expenses, the playgrounds are charged with a percentage of the department's general operation and maintenance costs. Much of this amount, in the case of the operation costs, is for the salaries of supervisors, and in the case of the maintenance costs, for the department's general maintenance personnel and workshops. Most of the playgrounds have buildings used for indoor activities, but due to the climate, fuel costs are negligible. The cost of operating the swimming pools which are located on several of the playgrounds, is not included in the Statement of Playground Expenditures (see Page 273).

The headings used in keeping financial records of playground operation in Los Angeles are a classification which should be useful as a basis for keeping records of either a single playground or of a large playground system.

### FINANCIAL RECORD KEEPING

The importance of keeping accurate records of playground funds cannot be overestimated. More than one playground executive who has provided a successful program has failed because he did not keep a careful and continuous check upon the finances of his department. A list of the forms essential to keeping records of playground funds appears in the next chapter but because of their close relation to the subject of playground finance, methods and principles of keeping financial records are presented here.

As mentioned early in the chapter, most playgrounds are financed from municipal funds, and playground budgets must conform to specified forms. Financial records and reports of playground departments must also be in conformity with practices laid down by municipal authorities. They must show the sources and amounts of all receipts and the items for which all moneys have been expended. A high degree of standardization in the classification of objects of expenditure has been brought about by accounting authorities. Sometimes the bookkeeping is done in a general accounting department

<sup>3</sup> *Annual Financial Report for the Fiscal Year Ending June 30, 1934.* Department of Playground and Recreation. City of Los Angeles.

## STATEMENT OF PLAYGROUND EXPENDITURES FOR THE YEAR ENDING JUNE 30, 1934

<i>Item</i>	<i>Total Amount</i>	<i>Average per Playground</i>
<b>DIRECT EXPENSES</b>		
Salaries—Operation . . . . .	\$151,784.66	\$3,299.67
Salaries—Maintenance . . . . .	101,235.28	2,244.25
Play supplies . . . . .	13,585.95	295.35
Maintenance supplies . . . . .	12,953.85	281.61
Merchandise for resale . . . . .	5,700.42	123.92
Autos and mileage . . . . .	1,100.82	23.93
Carfare—Railroad and stage . . . . .	330.02	7.18
Freight and drayage . . . . .	4.00	.09
Light and power . . . . .	13,591.58	295.47
Water . . . . .	6,687.35	145.38
Telephone . . . . .	3,653.86	79.43
Fuel and gas . . . . .	1,550.42	33.70
Rent . . . . .	969.91	21.08
Repairs and replacements		
Grounds . . . . .	1,955.90	42.52
Buildings . . . . .	695.00	15.11
Equipment . . . . .	1,936.01	42.09
Insurance . . . . .	1,365.73	29.69
Miscellaneous . . . . .	832.19	18.09
	<u>\$319,932.95</u>	<u>\$6,955.06</u>
<b>INDIRECT EXPENSES—PRORATED</b>		
General operation . . . . .	25,331.83	550.69
General maintenance . . . . .	25,579.75	556.08
	<u>\$370,844.53</u>	<u>\$8,061.84</u>
<b>DEDUCT</b>		
Departmental income . . . . .	23,989.88	521.52
<b>NET COST OF OPERATIONS</b> . . . . .	<u>\$346,854.65</u>	<u>\$7,540.32</u>
<b>ATTENDANCE</b> . . . . .	11,758,358	255,616
<b>AVERAGE INDIVIDUAL COST</b> . . . . .	\$ .0295	

of the city and not in the department responsible for the playgrounds. Records should be kept in such form as to enable the executive to ascertain quickly whether or not expenditures are being kept within the amounts appropriated in the budget.

The operation of the playground department within the allotted budget is greatly facilitated through cooperation on the part of the playground directors. They should be consulted in the preparation of the budget for their own playground and should be provided with a copy of the budget after its adoption to guide them in their operations. Every director should divide each segregated part of his budget according to the length of the season and the particular needs during it, in order to prevent funds from being overdrawn in any one month at the expense of another. Orders for repairs, supplies and additional

personnel should be placed only after consulting the budget and making sure that sufficient funds have been authorized and are still available. Since unexpended appropriations are seldom carried over to another year, a careful check on the budget ensures the spending of all available funds which may be required by the playground.

In addition to keeping such departmental fiscal records as may be required by the city authorities there is great value to the recreation department in keeping additional records which make it possible to determine the cost of each playground and of various special activities or services. It is not possible to describe in detail how this additional information should be secured in terms of the bookkeeping system already set up. Frequently it would be possible to persuade the auditor or other official in charge of the accounting department to set up a bookkeeping system which makes it possible to secure a record of expenditures in terms of facilities and functions. Such an officer is frequently genuinely interested in cost accounting and is glad to cooperate with any desire to obtain figures on this basis. The playground department can of course help him by cooperating with him in devising and by following a system whereby on each voucher it is indicated just where the item covered by the voucher is to be posted.

If the accounting official does not wish to undertake additional accounting activities it is nevertheless possible for the playground department to keep a memorandum account for its own purposes basing its figures on some simple system of the general sort outlined above and designating on each voucher the object for which the expenditure has been made and also the function or facility to which it should be charged. In this way the finance clerk of the department can keep a memorandum expense statement which will give the essential facts for cost studies and comparisons and for reports and budget-making purposes.

Detailed records are especially desirable in cities with several playgrounds. For example, if there are revenues from the use of courts or buildings, night tennis, class fees or telephones, they should be recorded by playgrounds. This is necessary in order to determine the net cost of operating each center. The cost per unit of attendance is secured by dividing the net cost of operating each playground by its attendance. In a playground system where special emphasis is placed upon certain activities such as arts and crafts, music, dramatics, swimming or special celebrations, it is often desirable to have an estimate as to the cost of providing these activities. In order to secure such functional costs it is necessary to keep accurate records of all materials and services chargeable to such activities and to provide on the workers' report forms spaces for indicating the time devoted to them. General overhead administration costs can only be estimated. Records of this sort are exceedingly useful to the recreation authorities in



evaluating the merits of various parts of the program in relation to their cost, of judging the effectiveness of various units of the playground system, in educating the public and city officials as to unit costs of service, in determining a fair basis for fees, in persuading appropriating authorities as to the importance of requests for funds and in preparing future budgets. The additional cost of the functional and facility subdivisions is slight as compared with the value of the information secured.

It is important in compiling cost data to make certain that a uniform basis for computing costs is used. If in the case of some playgrounds, labor, light, water, trucking or other services are a direct charge against the department, and in the case of others they are provided by some other department, comparisons of total or unit costs are unfair and misleading unless allowance is made for these items. Accurate and intelligent cost records, on the other hand, will contribute much to effective administration and public confidence. Only as records and reports are carefully kept and honestly interpreted can the playground authorities hope to receive continuous and increasing financial support.

#### HANDLING PLAYGROUND FUNDS

In cities where the playgrounds are operated by a department with a special mill tax, the funds are usually disbursed directly by the department through its officers or employees to whom this function is specifically assigned. School playground funds are usually handled just as are other school funds. Purchases and expenditures of money by other municipal playground authorities are made in accordance with the charter provisions or the rules and regulations of the common council or other controlling municipal agency or officer. Regardless of the local set-up, definite rules for handling all money are essential, and adherence to them should be rigidly enforced. The following are a few rules which usually apply to the handling of playground funds:

1. No moneys are to be paid out except by the authorized disbursing officer and upon the approval of the playground executive or other person or persons empowered to approve expenditures.

2. No employee is permitted to charge a bill to the department unless approved by the playground executive or other authorized official.

3. In case it is necessary for money to be handled by employees, as in the case of deposits on equipment in playground buildings, payment for telephone calls or collection of special fees, receipts must be given on forms approved by the department.

4. Employees are not permitted to accept or receive money in the form of tips or rewards for service rendered on the playground.

5. No employee is permitted to handle funds collected from clubs or other groups in connection with activities carried on at the playgrounds.

6. Each club which is organized on the playground and which collects funds for any activity or purpose must appoint a treasurer; funds may be expended only with the approval of the playground director; and a regular audit of club funds must be made and report filed in the department office.

7. No playground entertainments, sales or events which involve the collection of money are permitted except upon approval of the playground executive or board and under conditions fixed by them. The entire net proceeds must be spent for the benefit of the playground and a statement of receipts and disbursements of such funds must be rendered to the department. (In one city, only one paid entertainment is permitted on any playground during the summer.)

8. Employees are advised not to pay carfare for members of teams traveling to play match games or on other trips away from the playground.

9. On playgrounds with facilities for which charges are made, such as a swimming pool or tennis courts, a cash register or some other device for recording all receipts must be used and provision must be made for regular deposit of the amounts collected.

10. Requisitions for materials or services must be submitted on approved forms signed by the playground director or other authorized employee in order to permit accurate records and distribution of costs.

11. Playground workers are not permitted to solicit funds or contributions for playground use except with the approval of the executive.

#### FEES AND CHARGES

There has been a growing tendency in recent years to make a charge for the use of recreation facilities, especially by adults.<sup>4</sup> This has been applied particularly to such facilities as swimming pools, golf courses and bathing beaches, and in a lesser degree to tennis and handball courts. On playgrounds which provide a swimming pool it is customary for charges to be made for children and for adults although certain free periods for children should always be provided. There are comparatively few playgrounds, however, on which charges are made for the use of other facilities. The cost of collecting a nominal fee for the use of even three or four tennis or other courts is likely to be greater than the income warrants. Furthermore, the charging of such fees in some neighborhoods discourages their use by the people who would benefit most from using them. The problem of collecting

<sup>4</sup> See *Charges and Fees*. New York: National Recreation Association. 1932.

and accounting for funds from the use of facilities is not likely to arise in the case of most playgrounds, but where charges are made definite arrangements should be made for handling them. Sometimes meters are installed at tennis courts which are lighted for night play; this makes possible the collection of fees even though no employee is present.

In one city receipts from the rental of shelter houses and from fees in connection with dancing instruction are set aside in a special fund from which are paid expenses originating in connection with this type of playground activities.

### FUNDS FOR ACQUIRING AND DEVELOPING PLAYGROUNDS

As stated early in the chapter, the purchase of land for playgrounds is usually financed from bond issues or by special assessments. The cost of improving properties is met by the same methods, although it is often cared for by appropriations. Bond and assessment funds are handled in separate accounts from the funds for current operating expenses. Wherever practicable, the acquisition of playground areas should be in conformity with an approved plan for the city's entire recreation system. Any comprehensive plan for acquiring playgrounds is adopted, as a rule, only after a careful study in which the playground and the city planning authorities participate and in which the provision for financing the project is considered and approved by the local governing officials. The raising of funds for new areas frequently requires a favorable referendum vote.

A study and understanding of the playground needs of a city, its future playground requirements, the ability of the city to finance the acquisition of needed areas and the most effective methods of accomplishing the plan are essential functions of the playground executive and of the managing authority in charge of playgrounds. They are of interest and concern to the entire playground staff, but the responsibility for performing these functions rests primarily with the executive. Likewise he should have a general understanding of the problems involved in working out a plan for financing the development of a playground system.

## CHAPTER XXI

### RECORDS AND REPORTS

Playground authorities have a definite responsibility to city officials and to the public for giving not only an accurate accounting of playground funds but also a complete report of the work accomplished and of the service rendered. Their stewardship involves the wise and honest expenditure of the money entrusted to them and the effective use of the properties put in their charge. It can be realized only if careful records are kept of the results obtained from their expenditure of the funds and of the use made of the playgrounds. Playground legislation often provides that the responsible authorities be required to submit an annual report. Playground records have much greater value and significance, however, than merely to provide the basis for perfunctory reports of playground funds and service. They are essential to an evaluation of the various activities, services and centers that are being carried on, and without them intelligent planning for the future is impossible.

The types of records required for the successful operation of a playground system are many and varied, especially if the playgrounds are conducted the year round. On the other hand, in a city with only one or two summer playgrounds a few simple forms may be satisfactory. The importance of keeping essential, accurate records cannot be overemphasized. Only as they are available can costs of individual playgrounds or unit costs of various types of playground service be determined, budget requests be justified, special needs be demonstrated, new methods be evaluated or playground services be interpreted effectively. Playground authorities should determine the kinds of records that are essential in the department, although the preparation of the detailed forms is left to the executive.

#### TYPES OF RECORDS

Among the types of information which it is desirable for the playground department to have in its files and records are:

##### *Reports of Playground Service*

Annual or seasonal department reports.

Annual or seasonal reports of individual playgrounds.

Annual or seasonal reports of special supervisors.

Weekly or monthly reports of playground directors and supervisors.  
Daily attendance reports.  
Records of the use of special areas such as pools and tennis courts.

### *Programs*

Programs outlined by the department—daily, weekly, seasonal.  
Weekly forecasts by directors.  
Programs of all special events, leagues, community nights, tournaments.  
Suggestions for new activities.  
Radio programs presented.

### *Directory of Areas and Facilities*

List of all playgrounds, their acreage, location, date and method of acquisition, facilities and equipment, hours and season open and employees assigned to each.

### *Personnel Records and Lists*

List of all employees, personnel and service records, assignments, time sheets.  
List of all junior and volunteer leaders with addresses and reports of service.  
List of cooperating leaders, city officials, parents or organizations. (Such a list may also be kept by and at each individual playground.)  
Lists of persons granted permits for tennis and other special facilities.  
Rosters of teams, clubs or organizations affiliated with or using facilities of the department.  
Lists of persons registered on the playgrounds and enrolled for merit point systems or playground tests. (Sometimes registration lists are kept on the individual playgrounds only.)  
Names of winners in city-wide leagues, tournaments or contests. (Each playground will have a record of winners of special playground events or contests. This will be included in its seasonal report.)  
List of all who attend training institutes conducted by the department.  
List of persons who have won and received playground awards such as for athletic or swimming tests or for honor point system.

### *Financial Records*

Budgets—work sheets, classifications, estimates, requests, budgets adopted.  
Receipts—sources, amounts, disposition. (Records are also kept on the individual playgrounds.)  
Expenditures—detailed statement of items based on budget authorization.  
Bookkeeping and accounting records of various types.  
Cost records for operation and development of areas and facilities.

### *Business Records*

Purchases—materials ordered, guarantees, quotations, deliveries.  
Contracts and concessions—bids sought and received, agreements and contracts entered, reports of work or service.  
Inventories—for the department and for individual playgrounds.  
Insurance—list of policies covering fire, tornado or other types.

*Board Meetings and Actions*

- Minutes of meetings.
- Resolutions and policies adopted.
- Reports to board by superintendent or others.
- Correspondence relating to board business.
- Legislation relating to board.
- List of appointments and service record of members.
- Court actions affecting the board.

*Plans and Survey Reports*

- Blueprints and sketches for all playgrounds, showing general, grading, drainage, water and sewer and planting plans.
- Blueprints and sketches for all buildings, special facilities and equipment.
- Surveys—topographic, soil.
- Cost estimates or records of construction of areas and facilities.
- Detailed specifications.

*Miscellaneous Material*

- Constitutions or charters of all clubs organized by or affiliated with the department.
- Copies of all publicity releases and of all published material relating to the department.
- Records of special relationships or cooperative projects.
- Programs of training institutes conducted.
- Reports of special studies or surveys carried on.
- Complaints filed with the department.
- Record of serious playground accidents.
- Copies of all bulletins, manuals, instructions to workers, directories, issued by the department.
- Copies of all forms adopted for use.

In addition to these records there should be a library in the department office, and a limited one on every playground.

### RECORD FORMS

In order to simplify the keeping of records and to secure uniform procedure throughout the department, special forms or blanks are required. Naturally the number, type and composition of the forms vary with the number and types of records desired and with the administrative methods and procedure in effect. Some blanks differ but slightly in different cities; others vary widely. Because playground departments operated on a year-round basis usually keep more records, they likewise use more forms than those operating only a few summer playgrounds. The following list includes most of the forms used in the operation of a playground system; few cities, however, would be likely to use all of them. Financial and business forms which are used only in the central office and which do not concern the operating personnel are omitted.

Accident reports: (1) to playground patrons; (2) to department employees.

Achievement records: for recording achievements and service of children on the playground.

Activity reports: (1) by the playground director—daily, weekly, monthly or seasonal; (2) by the supervisor; (3) by the executive—weekly, monthly or seasonal; (4) by workers at a special facility such as a swimming pool, beach or skating rink.

Application for permits for use of building, diamond or other facility.

Application for a playground position.

Attendance reports: daily, weekly, monthly.

Certificates for persons passing tests, rendering service, winning events or gaining required points in honor point system.

Entry blanks for a team in a league, for individuals in a meet or for entries by a playground in an inter-playground event.

Inventory blanks.

Membership cards: issued to members of organizations entitled to use facilities for games or dances or to playground clubs.

Mileage cards: for recording mileage by employees using their personal cars for department business.

Notice of board meetings.

Parents' permission for hikes, outings and other extra-playground activities.

Permits: authorizing individuals, teams or organizations to use playground facilities.

Personal expense form: for reporting authorized expenditures by playground employees.

Personnel rating form: for use by executive and supervisors in rating work of directors, leaders and other workers.

Personnel record: for recording the service of each worker in the playground department.

Petty cash authorization: for authorizing a worker to make a necessary expenditure.

Physician's certificate: for use by employee in applying for sick-leave allowance.

Plan sheets: for supervisors—as a rule, weekly.

Program forecasts.

Property damage or broken window report.

Receipts: to be used by director in accepting money for fees, charges, use of phone and deposits.

Registration blanks: (1) for playground children; (2) for members of teams, clubs and other playground groups.

Request for inter-playground contest or extra-playground activity.

Requisitions: (1) for game, office, janitor, handcraft and other supplies; (2) for repairs; (3) for special personnel service.

Reservations: for signing up and reserving use of a tennis court or diamond for a given period.

Schedule blanks: for league teams, clubs and other groups.

Score sheets: for league games and tournaments.

Team roster check up: for use in inter-playground competition.

Time cards: daily, weekly, monthly.

Time study report: for playground director.

Training institute certificates.

Volunteer enrollment or agreement: to be signed by volunteer workers.

Playground records may be classified roughly under four headings or types: (1) financial and business; (2) personnel; (3) activities and service; (4) general administration. It is impossible to discuss in detail all of the records and forms which have been mentioned, but some of the important factors to be kept in mind in the keeping of playground records and in the preparation of suitable forms for this purpose will be presented in the following pages. A number of typical or suggested record blanks will also be included.

### FINANCIAL AND BUSINESS RECORDS

Because the playground department receives and spends funds and engages in a number of business operations, the keeping of accurate records of its financial and business transactions is just as essential as it is in the case of a private business. Most legislation under which playgrounds are operated specifies that the playground authorities shall keep records of their income and expenditures and shall submit an annual financial report to the appropriating body. As a matter of fact, the way in which the financial and business records are kept and the forms used in keeping them are in many cities determined not by the playground authorities but by the municipal accounting department. In some cities the bookkeeping is actually done by the central municipal accounting officials. A brief consideration of the financial problems of playground departments and ways of handling them appears in Chapter XX.

The specific records of this type which need to be kept include the detailed budget estimates and approved budgets; records of all income, including statements of amounts received from facilities or services for which a fee is charged; detailed accounts of all expenditures under appropriate budget headings; records of all bills, warrants, vouchers, contracts and requisitions; inventories of all playground properties, equipment, supplies and furniture. The keeping of these records is primarily the responsibility of the central office, although in some cases the individual playground directors have a share in it. They are required, for example, to keep accounts of all money taken in or expended at their playgrounds, though these amounts are usually small; they must also keep an inventory of their playground equipment and supplies and must submit requisitions for new materials. Most playground funds, however, are handled by the central office and most business functions are likewise performed there.

Since accounting activities, methods and forms are either prescribed





salary checks if they cannot account for them at the end of the season. The office control list is checked by each worker who makes a copy for his own record.

#### SUPPLY REQUISITION FORMS

Before playgrounds are opened a supply of materials sufficient for immediate needs is usually distributed among all the grounds. As the season advances, however, balls wear out, bats are broken, new hand-craft materials, office or maintenance supplies are needed. Blanks or forms are used in requisitioning new materials. They provide a written permanent record, are useful in keeping the inventory up to date and furnish a means of checking deliveries. Since certain types of supplies can be distributed only with a supervisor's approval, the blank sometimes provides a space for this.

The following printed form approximately 4" x 6" has been used in Detroit.

CITY OF DETROIT DEPARTMENT OF RECREATION SUPPLY REQUISITION BLANK		
Date _____ 19__		
Article	Number Returned	Number Delivered

Filled by _____	Approved _____ <i>Supervisor</i>
Delivered by _____	Date Delivered _____
For _____	Playground or Center
No. _____	_____ <i>Director</i>

In some of the larger systems requisition blanks for different kinds of materials and services are in use. For example, in Los Angeles the Playground and Recreation Department has special blanks for ordering play materials, handcraft supplies, caretaker's supplies and costumes. This practice is advisable only where materials are distributed from more than one center as from the office, the workshop and the costume room. A mechanical requisition form is often used for requesting repairs. Such requests should be as specific as possible and give the reason for making them. Sometimes the need for repairs is indicated on the weekly report blank.

### PERSONNEL RECORDS

The various records grouped under this heading, as indicated earlier in the chapter, are of two types. They afford information concerning (1) department employees and (2) persons served by the department or with whom it has some special relationship.

#### DEPARTMENT EMPLOYEES' RECORDS

Just as in any other organization, certain records of all employees are essential. Statements of their qualifications, training and experience, as well as references, are usually required of all applicants for positions and they should be part of the permanent record of each worker. In addition, it should include such items as date of employment, original salary, assignment to duty, record in training institutes, ratings by supervisors, attendance, sickness, leave and vacation records, salary increases and dates, changes in rank or position and outstanding accomplishments. This record should be kept as long as the employee is in the service. When he leaves, the date and reason should be noted on the record which is kept for future reference. It is useful in case the executive is called upon for a letter of reference or in settling questions concerning salary, length of service, assignments or promotion. Forms are similar to those used for personnel records of employees in other types of agencies. A suggested form of application blank for a playground position appears in Chapter VI.

#### TIME REPORTS

Closely related to the personnel record is the time sheet recording the hours of service of each employee. The form of time report varies in different cities. In some systems the playground director submits a signed daily report, usually on a post card form, listing the time of arrival at, and of departure from the playground of each worker. In other cities this information is submitted once a week or occasionally bi-monthly on a special form with spaces for each period of service

daily. Occasionally the time record is included in the regular report of activities. There is an advantage in having a separate time sheet, however, because it is of primary concern to the timekeeper or accountant, whereas the regular playground report is of interest chiefly to the executive and supervisors. In any case the hours on duty are to be entered on the form by each worker on arrival at the playground and before leaving it at each session. Sometimes each worker is required to sign and submit his own time sheet. It is essential in any case that the department have a signed statement of each worker's hours of service for the payroll in order to justify the payment of salaries and wages.

Two samples of time report blanks are given here. One of them, used in San Francisco, illustrates a weekly form covering all workers at a playground. It is signed by the director. It comprises a part of the weekly playground report but is perforated so it can be detached and turned over to the accounting division. The other form, in use in Milwaukee, is also a weekly time report, but it is for the individual worker and is printed on a post card.

MILWAUKEE PUBLIC SCHOOLS							
EXTENSION DEPARTMENT							
Weekly Time Report of _____							
Serving at _____ Week ending _____ 193__							
	MORNING		AFTERNOON		EVENING		CAUSE OF TARDINESS OR ABSENCE
	Arrival	Leaving	Arrival	Leaving	Arrival	Leaving	
Sunday							
Monday							
Tuesday							
Wednesday							
Thursday							
Friday							
Saturday							

#### TEAM ROSTERS, VOLUNTEERS AND OTHER LISTS

As previously indicated, there are many lists of individuals and agencies which should be on file with the playground department. Some of these are of persons who have rendered service to the department, others are individuals whom the department is giving special service. Some of these lists are on file at the individual playgrounds,

SAN FRANCISCO PLAYGROUND COMMISSION

TIME REPORT

Playground \_\_\_\_\_ For Week Ending \_\_\_\_\_ 19\_\_

GROUNDS OPEN		SUNDAY				MONDAY				Similar spaces are provided for Tuesday Wednesday Thursday and Friday	SATURDAY			
		A.M.		P.M.		A.M.		P.M.			A.M.		P.M.	
		From	To	From	To	From	To	From	To		From	To	From	To
NAME	POSITION													
	Weather													

I hereby certify that the above is correct

\_\_\_\_\_  
(Director sign here)

but most of them should be at the central office. There are various reasons for these lists. It is desirable to have a record not only of the total number of persons rendering volunteer service but of their names and addresses so they may receive some recognition, and also so the playground authorities may have a list of persons on whom they may call for help with various parts of the program. The names of winners of special events and tournaments, of persons who have attained awards or of persons who have attended institutes are valuable for publicity purposes and in the preparation of annual and special reports. Records of individuals enrolled on teams, in clubs or organizations served by the department, or holding permits for its facilities are useful for reference in the organization of special events or tournaments, in campaigns for larger appropriations and in measuring the extent of the department's service.

#### REGISTRATION

One of the most valuable records which a playground department can keep is that of the individuals who attend the playgrounds regularly. A number of cities have used a registration system for several years, and most executives who have tried it believe it fully justifies the time involved to maintain it. The method generally used is for each playground to be supplied with index cards and a box for filing them. The cards have been printed or mimeographed with certain headings under which information is to be entered, such as the child's name, age, address, etc. Children are asked to register at the office and information concerning the child is entered on his individual card. Often the back of the card is used for recording the classes, clubs or special activities participated in by the child each year, the records, ribbons or special awards won, and the service rendered. Some form of registration is essential if a merit point system is put into effect. If used in connection with such a system, detailed records of participation, achievement, service and attendance are recorded on the individual's card with the number of points earned for each.

Children should be urged to register during the first week of the playground season, but registration continues throughout since some children may not come to the playground until after it has been in operation for several weeks. Sometimes older boys and girls are enlisted to help with the registration, especially during the first couple of weeks. Frequently registration is required before a child may participate in tournaments and in inter-playground activities or be a member of a playground team. It is desirable that there should be a record of the children who have a part in the playground program. On the other hand, registration should not be compulsory nor should it be done in such a way as to embarrass children who may not wish to

"sign up" until they have made a few visits to the playground. If large numbers of adults are served on a given playground, they should be encouraged to register as well as the children.

Among the uses of registration records are the following:

They provide an index to the number of different individuals served by each playground.

Information as to ages, sex and nationality of the children serves as a guide in program planning and occasionally in the assignment of workers.

They can be used as a basis for determining the location of new playgrounds or for discontinuing existing areas in which there is overlapping service.

Home addresses afford the basis for calculating the distances traveled in reaching the playground.

Registration helps the workers become familiar with the children's names.

They help control entrants in playground activities and membership of playground teams.

They provide a subsequent check as to age classification and eligibility.

They enable directors to check up on juvenile delinquency by securing lists from the Juvenile Court which can be checked with playground records. If offenders have not used the playground, directors can find out why not.

They facilitate the reporting of accidents to the children's home and to the office.

The combined records for several years afford a comprehensive list of individuals served by the playgrounds and much valuable information which can be used in justifying the continuance of effective playground service.

The following suggested registration form is typical of that in use in several cities.

REGISTRATION BLANK	
BLANK PLAYGROUND DEPARTMENT	
Name of Playground	_____
Name	_____
Address	_____
Age	Telephone No. _____
Father's name	Mother's name _____
Nationality	School attended _____
What activities do you like best? _____	
Date registered _____	

## REGISTRATION FOR PLAYGROUND TEAMS

It is desirable that a careful record be kept of all members of playground teams who take part in inter-playground competition. In case leagues are organized and tournaments conducted in which children, young people or adults compete as representatives of the playgrounds, a system of registration should be set up for all such players. It gives them a sense of responsibility to the playground authorities who in turn are able to more easily control the competition. Registration also makes possible an accurate roster of all playground teams. In some cities the blank used in registering young people and adults for playground teams or leagues conducted by playground authorities specifies that the authorities are not to be held responsible or liable for damages in case of injury to the player.

The following tournament registration form printed on a card 3" x 5" has been used in Milwaukee:

Leagues A.M.   P.M.   EVE.	<b>MILWAUKEE PUBLIC SCHOOLS</b> EXTENSION DEPARTMENT	Tournament Registration Card
I hereby agree to play with the _____ Team <div style="text-align: right; margin-right: 50px;"><i>(Activity)</i></div> of the _____ and promise to carefully <div style="text-align: center;"><i>(Playground)</i></div> observe and faithfully abide by the rules and regulations.		
Name _____ <div style="text-align: center;"><i>(Name to be signed in player's own handwriting)</i></div>		
Address _____ Phone _____		
Date of Birth _____ Occupation _____ <div style="text-align: center;"><i>Month Day Year</i></div> <div style="text-align: right;"><i>(To be filled out if no longer attending school)</i></div>		
School and Grade Last Attended _____ <div style="text-align: center;"><i>(To be filled out by players still attending or just having left school)</i></div> <div style="display: flex; justify-content: space-around; margin-top: 5px;"> <span><i>School</i></span> <span><i>Grade</i></span> </div>		
Date Filed _____ <div style="text-align: right; margin-right: 50px;"><i>Playleader</i></div>		

## REPORTS OF PLAYGROUND ACTIVITIES AND SERVICES

In some respects these records are more important than any others, for they provide the basis for determining the extent to which the playgrounds are serving their primary purpose. Under this broad heading fall the various records previously listed as reports of playground service, programs and some of the miscellaneous records. They include the periodic reports of individual workers and playgrounds intended for the information of the executive and his supervisors, department reports which are issued for the benefit of the public, publicity



releases relating to special activities and events, and official reports covering the use of facilities and participation in playground activities.

Each unit in a playground system may be compared to a branch store or factory. Just as in a business enterprise detailed regular reports of each unit are essential, so in a playground system the contribution of each playground and the unit cost of its service cannot be determined nor can the work of the department be fairly analyzed, appraised and interpreted unless records are carefully kept at the playgrounds as well as in the department office. Reports not only enable playground authorities to evaluate the service of the department but they provide a basis for comparing the work accomplished on the individual playgrounds and by the same playground from one year to another.

Accuracy is essential if reports are to serve the uses intended, and unless a uniform procedure is followed in filling them out they have no value for comparative purposes. Therefore all workers should receive definite instructions in filling out reports; this may be done in staff meetings. In addition, written instructions should be given each worker. Special emphasis should be laid not only upon accuracy but upon regularity in making entries on the report forms and upon punctuality in filing them. Care should be taken to have all reports approved by supervisors when necessary, to make the specified number of copies, and to avoid the use of ditto marks and of check marks when definite figures are desired. Neatness and legibility are, of course, essential. In grading workers, one of the factors to be taken into consideration is their reports. Reports should receive prompt and careful attention when received at the central office. This means that pertinent information is recorded for the department report, that requests are attended to, that suggestions are considered and that, where necessary, sections of the report are referred to the proper workers. Definite forms and procedures should be worked out in order that the weekly reports be checked promptly and tabulated.

#### THE ANNUAL REPORT

The annual playground report is the method used by the playground authorities in giving to the city or school officials and to the public an account of its service. It is based largely on the figures compiled from the daily, weekly, monthly or seasonal reports submitted by the playground directors, supervisors, special teachers and other workers. The report is sometimes issued in two sections or forms. One is the official report containing detailed statements as to activities carried on, persons served, areas operated, projects undertaken, staff personnel, improvements to properties, recommendations for future developments, financial transactions and other department business. These annual reports comprise an official and authoritative record of

the department's service, growth and accomplishments. The official report is not designed, however, to interest or appeal to the general public. The other type is a brief report for the public, is often illustrated, contains charts or diagrams emphasizing important features, gives the high lights of the year's or season's accomplishments and outlines major playground needs. In some cases the form and content of the official report are more or less prescribed, but the preparation of the popular report affords an opportunity for originality in form and methods of presentation and interpretation. In the preparation of annual reports, effective use may be made of comparative figures for previous years as to unit costs, participation, facilities, program or services rendered.

#### THE WEEKLY PLAYGROUND REPORT

Except for the annual department report, which is prepared by the central office, the most important playground record is perhaps the periodic activities report submitted by the director of the individual playground. In a majority of cities this is a weekly report, although it is sometimes submitted every two weeks or once a month. A few playground systems require daily reports. The periodic activities report, supplemented by reports of the supervisors, provides the information needed by the executive to judge how the work of the individual playground is progressing. It is the record of the service rendered on the playground.

Among the items included on the report forms used on the individual playgrounds in one or more cities are the following:

Attendance: mornings, afternoons, evenings, each day; boys, girls, adults, spectators.

Weather conditions: morning, afternoon, evening, each day.

Participation in various types of activities each day or during the week.

Spectators at various types of activities each day or during the week.

List of activities—games, stories, handcraft, folk dances, clubs, league games, contests, each day or during the week.

Name of worker conducting each of the activities reported.

Accidents occurring during the week.

Property damage occurring during the week.

Neighborhood visits during the week.

Visits by supervisors to the playground.

Inspection of apparatus and equipment.

Names and addresses of volunteers.

Special events conducted during the week.

Special events proposed for the following week.

Number using buildings, pools or tennis courts—participants and spectators.

Inter-playground, city-wide and extra-playground activities during the week.

Community contacts.  
Cash receipts and sources.  
Permits issued for buildings, diamonds, fireplaces and other facilities, and numbers accommodated.  
List of supplies needed.  
List of repairs needed.  
List of special services required.  
Complaints and action taken.  
Number of boys registered during week. Total registered.  
Number of girls registered during week. Total registered.  
Names of workers on duty during week.  
Hours each worker is scheduled for duty.  
Workers' time report.  
Results of competitive athletic events.

Naturally the information requested on weekly reports is dependent upon a number of factors. One of them is the other reports required of the workers. If they submit daily or special weekly time cards, this information is not needed on the main report. The use of special forms for requisitioning repairs or supplies makes such items unnecessary. Department policies and practices with reference to the use of volunteers, neighborhood visits, the filing of complaints, the use of weekly forecasts, supervision of inter-playground activities or the handling of money on the playground, influence the form of the report and determine whether spaces for them should be provided. It is essential that uniform report forms and methods of reporting be used for all playgrounds in order to make tabulation of results easy, to enable comparative studies of the reports from different grounds to be made, and to provide the basis for determining unit costs. The director should be held responsible for making entries daily and this should be checked by the supervisor on his visits to the playgrounds. Because the filling out, checking and study of the reports require much time on the part of workers on the playgrounds and in the office, only those items should be included which experience has proved to be of value. The form and arrangement of the blank should be such as to facilitate the filling out of the blank at the playground and the tabulation of data at the central office.

There are several types of information which should be required on every weekly activities report. One of them is the number of persons attending the playground. Usually boys, girls, and adults participating are reported separately. Such a classification helps in program planning, in the assignment of workers and in judging the effectiveness of the individual workers. The number of spectators and visitors is usually reported separately. This is desirable because unless it is done there is no way of comparing the attendance at special events attracting a large number of visitors and the day-by-day participation in regular activities. Since the weather greatly affects attendance, a

brief comment concerning the weather conditions each playground period is useful. In addition to reporting the total numbers present, there is value in recording the daily use of special facilities, such as the number using the baseball diamonds, tennis courts, picnic facilities or playground building (for play activities). Where because of limited staff or location or method of using such facilities it is impossible to estimate closely the number of persons using them, such items may be omitted from the report.

Every playground executive desires to know the kinds of activities which are conducted on each playground and the approximate number taking part in each. Consequently every report form includes a space for reporting activities and usually for participation. Sometimes the detailed list of activities or groups is recorded, not in the weekly report but in the weekly forecast (which sometimes is combined with the report form). The extent to which such information should be requested depends somewhat upon the type of program carried on and the length of the playground season. If, because of limited or untrained leadership, there are few highly organized activities or groups, and if the program consists primarily of informal play, little detailed information can be expected concerning participation in different kinds of activity. On the other hand, on a year-round playground with competent leaders there should be many special activities and organized groups information concerning which should be reported. In some of the larger systems weekly forms provide for reporting the various activities and groups and their attendance each day.

In addition, report forms always have a space for reporting the special events conducted on the playground during the week and also inter-playground activities and outings. Information concerning events scheduled for the following week are often requested for publicity and other use. Other items commonly found on forms are playground accidents, neighborhood visits, complaints and remarks.

If the number of playgrounds justifies, it is advisable to have the forms printed as they are more legible and neater than mimeographed forms and a better type of paper which takes ink can be used. On the other hand, until a form of report has been tried out and has proved satisfactory, a large supply should not be printed, since changes may be desirable the following season. The items should be arranged as logically as possible and sufficient space be allowed for supplying full information without crowding. Lines should be at least a quarter of an inch apart, but no space should be wasted. As indicated above, the form and content of the report should receive most careful study, and in its preparation the executive should seek the suggestions of his supervisors and directors.

## A SUGGESTED WEEKLY REPORT FORM

It is obvious from the preceding statements that no standard form can be prepared which will be satisfactory for all playground systems. However, the following form incorporating features used in a number of cities contains many of the items considered desirable or essential in a playground report. It requires a sheet approximately  $8\frac{1}{2}'' \times 11''$ , used on both sides. Few cities require a more comprehensive form; on the other hand, few of the items should be eliminated even in a relatively small playground system, unless the information is submitted on other special forms.

A few comments may be helpful in studying the suggested weekly report form.

The attendance is recorded for each session the playground is open during the week and is classified according to the number of boys, girls, adults and spectators. If in a city the playgrounds are open only two sessions daily or are closed on Saturday or Sunday, the number of spaces can be correspondingly reduced. The influence of the weather upon attendance is easily recognized.

The section relating to the various playground activities provides for reporting the number of different individuals—boys, girls and adults—who take part in each of these activities during the week. Under this heading are listed the special groups, clubs, classes and activities in which it is desirable and fairly easy to record the individual participants. Routine activities such as apparatus play, group games, sand play and quiet games are not usually reported in this way. This section provides a picture as to the extent to which people are being reached by the special activities and is useful in program planning. In many cities such activities are reported, not according to the number of different individuals participating, but by the total attendance for the week.

Most playgrounds have one or more facilities which require special supervision and are often used by individuals or groups who do not engage in other parts of the program. Attendance figures are valuable in order to gauge the value and use made of such facilities. The report blank provides spaces for recording such attendance both by participants and spectators.

Feature events deserve special mention both as a matter of record and for publicity purposes. Sections are provided on the blank for reporting events held during the week and scheduled for the following week. Since in many playground systems special events require the approval of the supervisor, a space is set aside for recording this. It is also desirable to record in some detail all activities carried on away from the playground, and the blank makes this possible.

The visits of the various supervisors should contribute much to

## BLANK PLAYGROUND DEPARTMENT

## DIRECTOR'S WEEKLY REPORT

Playground

Week Ending

DAILY ATTENDANCE	MONDAY			TUESDAY			WEDNESDAY			THURSDAY			FRIDAY			SATURDAY			SUNDAY			WEEKLY TOTAL
	A.M.	AFT.	EVE.	A.M.	AFT.	EVE.	A.M.	AFT.	EVE.	A.M.	AFT.	EVE.	A.M.	AFT.	EVE.	A.M.	AFT.	EVE.	A.M.	AFT.	EVE.	
Boys																						
Girls																						
Adults (over 16)																						
Total																						
Spectators and Visitors																						
Weather																						
SPECIAL ACTIVITIES AND GROUPS	NUMBER OF DIFFERENT INDIVIDUALS PARTICIPATING			USE OF SPECIAL PLAYGROUND FACILITIES																		
	Boys	Girls	Adults	Facility	Total Participants	Total Spectators	Facility	Total Participants	Total Spectators													
Art																						
Athletic leagues				Baseball diamonds			Softball diamonds															
Dramatics				Handball courts			Swimming pool															
Folk dancing				Picnic facilities			Tennis courts															
Girls' clubs				Playground building			Wading pool															
Handcraft				SPECIAL PLAYGROUND EVENTS DURING PAST WEEK																		
Hiking				Event	Day	Hour	Participants	Spectators														
Nature																						
Puppetry																						
Swimming																						
Etc.				SPECIAL EVENTS PLANNED FOR NEXT WEEK																		
				Event	Day	Hour	Approved By															

## GROUPS TAKING PART IN OUTSIDE EVENTS DURING PAST WEEK

Name of Group	Leader	Event	Place	Day	Hour	No. Participating

(BACK OF BLANK)

SUPERVISORS' VISITS

Name	Date	Length of Visit	Purpose of Visit— Help Received	Suggestions and Comments

NEIGHBORHOOD VISITS AND COMMUNITY CONTACTS

Nature of Visit or Contact	Made by Whom	Purpose and Results

Complaints and action taken: \_\_\_\_\_

Supplies needed: \_\_\_\_\_

Repairs needed: \_\_\_\_\_

Number of accidents: major accidents (previously reported) \_\_\_\_\_ Minor accidents (not reported) \_\_\_\_\_

Number of boys registered this week \_\_\_\_\_ Total number of boys registered \_\_\_\_\_

Number of girls registered this week \_\_\_\_\_ Total number of girls registered \_\_\_\_\_

Comments and suggestions: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

I hereby certify that I have personally inspected all equipment under my jurisdiction, and found the same safe for use, with the exception of the following which I have put out of service: \_\_\_\_\_

\_\_\_\_\_

I hereby certify that to the best of my knowledge this report is correct.

\_\_\_\_\_ Director  
 \_\_\_\_\_ Playground  
 \_\_\_\_\_ Date

the operation of the individual playgrounds and a record of them is desirable. In addition to providing this, the blank gives the director an opportunity to express his comments on these visits. If he is assured these comments are welcome and desired, they may prove of much value. This section of the report is useful for comparison with the reports submitted by the supervisors.

Neighborhood contacts, visits in homes of playground children and relationships with individuals or organizations, so important especially in the case of year-round playgrounds, should be recorded, and the blank provides for this. The central office should also be informed of all complaints and of the action taken. The report becomes a record for future reference in case of need.

As previously indicated, supplies are usually requested on a special requisition form, but in case there is a periodic distribution of essential supplies and special needs are likely to be few, the weekly report form may be used in requesting them. The same applies to requests for repairs, which are also included on the blank.

Serious accidents are reported immediately on a special form, but a record of the number of accidents on each playground is desirable. Such a record, which is provided by the blank, helps to disclose unusual hazards and affords a basis for comparison between different grounds.

If a registration system is in use on the playgrounds a continuous record of the number registered is made possible by the report form.

Every blank should have a space in which the director may enter comments or suggestions, requests for special service or information which he wishes to bring to the executive's attention. The directors are more likely to use this part of the blank if the executive or supervisor gives evidence that the comments or suggestions offered have been considered and appreciated.

For the protection of the department and director personally, as well as for the safety of the people using the playground, the equipment should be carefully and regularly inspected. By requiring the director to certify on the blank that he has personally made an inspection and withdrawn from use equipment which is not safe, the director is reminded of his responsibility and in case of accident the department has a record that it has fulfilled its obligation for assuring only safe equipment. The list of apparatus withdrawn from use can be compared with the request for repairs or can be checked up by the supervisor on his next visit to the playground.

Requiring the director to certify the report before signing it, reminds him that he is held personally responsible for its accuracy.



### THE DAILY REPORT

In many cities a daily report is required of each playground director, usually in addition to a weekly or monthly report. Sometimes the daily report is primarily an attendance record. For example, in Reading, Pennsylvania, an attendance report on a post card form is submitted daily for each playground. It indicates the attendance—boys, girls, adults and total—each period and for the day. There is also a space for remarks on the card which is signed and mailed or delivered at the office. It must be in the office by 9 A.M. the following day. The daily blank used on the playgrounds under the Union County, New Jersey Park Commission provides spaces for reporting attendance, special programs promoted, first aid cases, complaints, recommendations and remarks.

Because of the considerable expense and the time involved on the part of the director, the central office and the executive, the filing of daily reports is not considered essential in most cities. However, information as to the day's attendance and activities should be entered on the weekly blank each day before the director leaves the playground. If it is considered desirable to have a record of activities for each day of the week, this may be provided on the weekly report form, although this requires considerable space. In several cities, the weekly blank provides spaces for each day of the week, for group games, handcraft, dramatics, team games and a number of other types of activity. In these spaces the director is expected to list the names of the games played, the crafts or other activities conducted, and the number engaging in each. This sort of report gives the supervisor or executive detailed information as to the program but it requires much time to supply it and it should not be requested unless specific use is to be made of it.

### THE ANNUAL REPORT OF THE INDIVIDUAL PLAYGROUND

Relatively few playground departments require an annual or seasonal report from the workers on each individual playground. Such a report, however, is extremely valuable and should be required of each playground. The combined reports form an interesting historical record of the city's playground development. This type of report is exceedingly helpful to the new worker coming to the playground. It also assists the executive in appraising the work accomplished during the year or season and in planning for the future. The preparation of the report should be a joint project of all workers on the playground. Special teachers or supervisors should be called upon for written statements concerning their work on the particular playground. Kodak pictures add attractiveness and interest. In reporting the influence of

an activity upon a group or on the playground as a whole, comments of groups or individuals should be quoted and specific cases cited if possible.

The Department of Public Recreation and Adult Education of the Milwaukee Public Schools requires an annual report from each of its playgrounds. The following suggestions concerning such a report are taken largely from its Playleaders' Guide.<sup>1</sup> The topics covered naturally vary according to the facilities and programs. Reports are submitted on ruled paper 8 × 11 inches furnished for this purpose and they are written in ink on one side of the paper only. Topics are indicated on separate lines. An inch margin is left on each page, essential in binding, and it is suggested that the margin be ruled off lightly in pencil before the report is begun. A sheet of cover paper is supplied to serve as a cover page on which is entered the following:

YEAR . . . .  
ANNUAL REPORT OF THE  
. . . . . PLAYGROUND

PLAYGROUND STAFF

(Give here the names and positions of all who  
worked on the playground during the year.)

*Outline of Suggested Topics:*

- Low organized active games—games most popular, boy and girl leadership, initiative shown in starting games, reports of games carried home by the children, values derived by special games, advantageous locations for playing various games.
- Singing games—popularity of certain games and reasons therefor, dramatizations.
- Quiet, memory and sense training games.
- Story-telling—popularity of the activity, favorite stories and types, age most interested, correlation with other parts of program, relation to special days and events, use of illustrative material.
- High organized games—popularity of each, where played, team and league organization, values derived by individuals or by playground as a whole.
- Apparatus work—popularity of different apparatus and types of exercises, star performances, methods of creating interest in gymnastics and of recording progress and achievements.
- Athletic meets—local and inter-playground, names of winners, general spirit, values.
- Sand box work—subjects presented by play leader and initiated by children, materials used, ages of children playing, correlation with other activities.
- Handcraft—original projects, popularity, source of material, correlation with story-telling, dances, games, circus.

<sup>1</sup> *The Playleaders' Guide*. Milwaukee: Public Schools. 1935.

Special classes and activities (treat each separately)—popularity, reasons for and against, age and type of children taking part, results accomplished and influence noted.

Use of schoolhouse and cooperation of janitor.

Athletic standards—awards issued.

Clubs and organizations—popularity, value to playground, to members.

Methods of self-government—results achieved, problems.

Bulletin board—use, popularity, effectiveness, new materials.

Special events, exhibits, parades or annual festival—copies of programs, popularity, special features, general comment.

Neighborhood—nature and characteristics, attitude of neighbors, names and addresses of individuals giving special cooperation or causing difficulty, comments, special neighborhood service or activities.

Police—names, attitude, comments, visits to playground.

Playground patrons—types, ages, gangs and cliques, leaders (reason for their influence), spectators.

Attendance—popularity of different hours of the day and days of the week and reasons, schemes used to promote attendance, reasons why children do not attend.

Suggestions for the future—as to grounds, equipment, conduct, organization, leadership or program.

### ADMINISTRATIVE FORMS

As previously pointed out, a great variety of forms are used in playground systems for the purpose of facilitating the administration of the program and facilities. Only a few typical examples are presented here.

#### WEEKLY FORECASTS

Closely related to the weekly playground report is the weekly forecast or plan sheet. Although many playground authorities believe that the benefits gained by using a forecast can be attained in other ways, in several playground systems directors are required to submit each week a detailed outline of the activities to be carried on at their playground during the succeeding week. Usually the forecast blank provides spaces for listing the specific games, stunts, craft or other projects which the worker proposes to conduct during each period. Separate forms are sometimes provided for the activities for boys, for girls and for younger children.

The chief value of the forecast is that it requires the director to outline a definite, detailed program of activities for each day of the succeeding week. As a result he is more likely to try out new games and undertake a variety of activities than if he were not required to work out such a program. It also provides a basis for evaluating the service of the director because the supervisor visiting the playground

can observe the extent to which he is carrying out the program outlined in his forecast. A study of the forecasts submitted by the various directors enables the executive to detect weaknesses in the program on the individual grounds, such as overemphasis on certain games or activities, lack of variety or neglect of certain age groups or interests. On the other hand, if the director has reason to believe his forecasts are not analyzed or no attempt is made to see that they are adhered to, he is likely to fill them out in a perfunctory manner and the time spent on them is largely wasted. In any case, some modifications need to be made in the proposed activities due to weather conditions, variations in interest or other unforeseen factors. One objection which may be made to the use of standardized forecast blanks is that they usually indicate the type of activity to be carried on each hour, whereas varying conditions in different playground neighborhoods often make it desirable to schedule activities at different periods.

A weekly plan sheet or forecast has been used on the playgrounds operated by the Division of Recreation, Department of Public Welfare in Toledo, Ohio. Separate forms were prepared for boys and for girls, each on a sheet 11" x 18". Special features of this form are the spaces for the supervisor's criticisms and for listing the week's new activities, and the suggestion that activities be checked on the form when they have been conducted. This rather typical form, which appears on the opposite page, suggests the need for scheduling several activities each period in order to provide for the boys of different ages.

#### SUPERVISOR'S WEEKLY REPORT

Except in the smaller cities, the playground executive must rely to a considerable extent upon his supervisors for information as to the condition of the playgrounds, the efficiency of the directors and leaders, and the way in which the program is being carried on. The reports of the supervisors are therefore of great importance to the executive. There is little uniformity in the report forms used in different cities; the items covered reflect the importance attached to various functions served by the supervisors. In some cases a special form is used for reporting every playground visit. It provides a list of items to be considered by the supervisor on his visit to the playground, with a series of vertical columns indicating varying grades or ratings. He checks in the appropriate column each of the items listed, indicating the rating he believes it to merit. The weekly form, on the other hand, usually contains a summary of the services performed and the conditions observed by the supervisor during the week.

The form on pages 304 and 305 was prepared for use on the playgrounds in Birmingham, Alabama. The front of the sheet, which is 8" X 11", records the supervisor's visits and the back provides a place

SUPERVISOR'S CRITICISMS

WEEK'S NEW ACTIVITIES

CITY OF TOLEDO  
DEPARTMENT OF PUBLIC WELFARE  
DIVISION OF RECREATION

PLAN SHEET—BOYS

_____	Playground	_____	Director	For Week Ending _____
Time	Activity	Monday	Saturday	
10:00 to 10:15	Preparation	Similar columns for Tuesday, Wednesday, Thursday and Friday	Time	Activity
			8:30 to 9:30	Staff Meeting
10:15 to 11:00	Games of High Organization		10:30 to 11:00	Safety Council Meetings
11:00 to 12:00	Hand Work		11:00 to 11:30	Leaders or TRACK—BASKETBALL
			12:00	Noon
12:00 to 1:00	Intermission		1:00 to 2:00	Hand Work Projects
1:00 to 2:30	Games of High Organization		2:00 to 3:00	Repair Balls
			3:00 to 4:00	Mass Games
2:30 to 3:00	Running Jumping Throwing		WEEKLY SPECIALS	
3:00 to 3:15	Rest—Milk Distribution		First Week	Checkers Jackstones
			Second Week	Toledo Olympics
3:15 to 4:00	Games of Low Organization		Third Week	Doll Show
			Fourth Week	Stilts—Pet Show
4:00 to 5:00	Hand Work Dramatics Harmonica		Fifth Week	Knife-Baseball Hopscotch
5:00 to 6:00	Intermission or Specials		Sixth Week	Horseshoes Kite Tournament
			Seventh Week	Track and Field Events
6:00 to 7:30	Games of High Organization		Eighth Week	Homecoming Field Day
7:30 to Closing	Games of Low Organization Stunts		Note here other special events scheduled:	

NOTE.—Instructor will make out plan sheet in duplicate. Original to be sent to recreation office before opening of week; activities will be checked on yellow sheet when actually transpired.

## PARK AND RECREATION BOARD, BIRMINGHAM, ALA.

SUPERVISOR'S WEEKLY REPORT

WEEK ENDING \_\_\_\_\_ 19\_\_

Supervisor: \_\_\_\_\_ This must be turned in Every Saturday before Institute

Day	Playground	Arrived	Departed	Instructors Present	Kind of Help Given by Supervisor	Comment on Instructor's Results
Monday						
Tuesday						
Wednesday						
Thursday						
Friday						

(OVER)

(BACK OF BLANK)

1. Report any instructors failing to cooperate.

---



---

2. Report condition of apparatus on EACH PLAYGROUND in your district. Is any apparatus broken or not in use?

1. 

---
2. 

---
3. 

---
4. 

---
5. 

---
6. 

---
7. 

---

3. Report any play leader not wearing uniform.

1. 

---
2. 

---
3. 

---
4. 

---

4. Report any playground not kept in clean condition.

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---

5. Report any instructors not punctual, giving day and time.

---



---

Report any instructor not carrying out daily music, story, game, and rhythmic periods, failing in leadership of teams or special projects.

---



---

7. Report any playground where there is a lack of discipline.

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for listing shortcomings observed in any of the playground workers. A space for recording meritorious service or unusual accomplishments would help to balance the emphasis which is placed upon the report of unsatisfactory conditions observed by the supervisor. An item relating to the keeping of records and reports might also be added to advantage.

### PERMIT FORMS

Application forms for the use of special facilities and permit forms are used in many playground systems. The former should provide the playground authorities with sufficient information to justify the granting of the permit and the latter should be so specific as to leave no doubt as to the conditions under which the permit is granted. The following permit form,  $3\frac{1}{2}'' \times 8\frac{1}{2}''$ , used by the Department of Recreation in Detroit, indicates the specific time, facility and groups covered by the permit, which is not transferable. On the back are printed the rules and regulations relating to permits and the conditions under which they are granted. Special attention is called to these regulations.

<i>Not Transferable</i>				
C. E. BREWER, <i>Commissioner</i>		DEPARTMENT OF RECREATION CITY OF DETROIT		Office: 504 Elmwood Avenue Phone Edgewood 3840
No. _____	<div style="display: flex; align-items: center;"> <div style="margin-right: 10px;">           BASEBALL BASKETBALL FOOTBALL SOCCER         </div> <div style="font-size: 2em; line-height: 1;">}</div> <div>Permit</div> </div>			
Field	No.	Date	Period  Until 10:00 A.M. 10:00 A.M. to 1:00 P.M. 1 to 3:30 P.M. After 3:30 P.M. After 5:30 P.M.	Issued to   OPPOSING CLUB
Subject to the rules and regulations governing permits				
Department of Recreation				
Date Issued _____			By _____	
READ BACK OF THIS PERMIT				



## PICNIC AND HIKE PERMIT

Another type of permit which is in less common use but which merits wider recognition by playground authorities is the form on which parents give permission for their children to take part in special activities, particularly those away from the playground. The use of such a form provides a safeguard to the playground authorities, especially in case children are to be transported to a distant part of or outside the city. Without such permission the authorities or individual leaders may incur a risk of being held liable in case of accident or injury. The following form is used in Milwaukee.

MILWAUKEE PUBLIC SCHOOLS

EXTENSION DEPARTMENT

PICNIC AND HIKE PERMIT

I hereby give my son \_\_\_\_\_ permission  
to attend the \_\_\_\_\_  
conducted by the \_\_\_\_\_ Playground  
on \_\_\_\_\_  
(day) (date)

The party will leave the playground at \_\_\_\_\_ m.  
and expects to return at about \_\_\_\_\_ m.

Date \_\_\_\_\_ 193 \_\_\_\_\_

Signed \_\_\_\_\_  
(Parent)

### TENNIS COURT RESERVATION SCHEDULE

Because of the wide variety of methods used in reserving tennis courts no uniform reservation blank is in use. In Newton, Massachusetts, a city covering many square miles and with widely separated play areas, players may reserve the use of courts by filling out blanks posted at the courts. The plan is self-operating except that a new schedule form is posted at each court each week for the succeeding week. The form, which is printed on cardboard 8" by 20", contains a list of the few regulations governing play on the court. The form follows:

TENNIS COURT NO. \_\_\_\_\_ CITY OF  
 NEWTON PLAYGROUND DEPARTMENT  
 \_\_\_\_\_ PLAYGROUND  
 PLAYERS' SCHEDULE FOR THE WEEK  
 ENDING \_\_\_\_\_

*No heels al-  
 lowed on these  
 courts.*

Children under 15 years are  
 not allowed to sign for any of  
 these courts for play after 5 P.M.  
 They may play if no older play-  
 ers are waiting to play.

Nobody may play for more than  
 one hour per day on any of these  
 courts if anybody is waiting to play.

Enter your Name and Membership  
 Number for Day and Hour you de-  
 sire to play.

Only regularly enrolled Members of  
 this Playground may play here. (En-  
 roll with Director or at City Hall.)

Nobody permitted to sign for more  
 than three hours per week.

Hour of Day	MONDAY			SUNDAY		
	Name	Number		Name	Number	
6- 7			Similar columns for TUESDAY, WEDNESDAY, THURSDAY, FRIDAY, and SATURDAY	No TENNIS PLAY PERMITTED EXCEPT DURING THE HOURS 2 to 6 IN THE AFTERNOON AND NO- BODY MAY PLAY WITHOUT A SPECIAL SUNDAY LICENSE.		
7- 8						
8- 9						
9-10						
10-11						
11-12						
12- 1						
1- 2						
2- 3						
3- 4						
4- 5						
5- 6						
6- 7						
7- 8						
8- 9						

### TAKING ATTENDANCE ON THE PLAYGROUND

No other feature of playground reports—daily, weekly, seasonal or yearly—receives as much emphasis or publicity as do the figures relating to attendance. The success of a single playground or of a playground season is often judged primarily by the attendance records. There is a sound basis for such a judgment because the playground which does not satisfy play interests and needs does not continue to attract children or adults. Nevertheless, many attendance figures are valueless either because they represent exaggerated guesses made by the playground workers while filling out their reports or because

the basis for recording attendance is unsound. Furthermore, a comparison of playground attendance between playgrounds or cities is worthless unless it is known that the methods used to determine it are uniform. Another factor which makes many attendance figures of doubtful value is the fact that the term "attendance" sometimes means the number of visits or attendances and at other times means the number of different individuals.

No standard method of determining playground attendance is uniformly used, although at a meeting of recreation executives at the Recreation Congress in Springfield, Illinois, in 1923, the following recommendations were made after a discussion of the subject:

In taking attendance, a count should be taken of both participants and spectators. It is recommended, however, that in reports these two groups be listed separately.

The method of attendance taking agreed upon is that an estimate or actual count be made three times a day—morning, afternoon and evening—or twice where there are only two sessions, at the hours when the attendance is greatest, adding the two or three counts to secure the total attendance for the day.

Since 1923 it has been suggested that playground attendance reports submitted for use in the Recreation Year Book be compiled wherever possible in accordance with the preceding recommendation. Various other methods are in use, however, many of which involve the adding of a certain percentage to the actual counts taken.

The method described above unquestionably fails to account for all visits to the playground, since children who leave before or arrive after the count is taken are not included in the report. For this reason playground authorities who add a small percentage to their actual counts or estimates at a specific time each session probably arrive at a conservative figure. It should be remembered, however, that this type of recording attendance cannot be used for estimating the number of *different* children who come to the playground on a given day. It is probable that the method recommended at Springfield would give a total daily attendance figure which, in most cases, would exceed the number of different children visiting the playground on a given day.

Because the playground day has been extended in many cities since 1923, a modification of the executives' recommendation at the time is perhaps advisable. Many playgrounds are now open continuously under leadership from 9 A.M. till 9 P.M. during the summer months. In many other cities the afternoon session extends over 4 to 5 hours as compared with 2 to 3 hours for the morning and evening sessions. Where these conditions prevail there is likely to be a complete turnover in the playground patrons during the course of the

afternoon. Therefore it is suggested that where the afternoon period is four hours or more in length two counts be taken at approximately 2 and 4 o'clock, and that these be added to the morning and evening counts to give the total attendance for the day. This procedure has been used for some time on the San Francisco playgrounds.

In practically every city a separate record is kept of the spectators or people who come to the playground only to watch others at play, and who themselves do not engage in activities or make use of the playground facilities.

Regardless of the method of attendance taking which has been adopted, all workers should guard against the tendency to overestimate or "pad" their figures. This not only gives a false record of conditions on the playground but is unfair to workers at other centers. The greatest care should be taken in using attendance figures for publicity purposes, to make sure that they are accurate, that their accuracy can be substantiated if necessary and that they are used in such a way that their meaning cannot be misinterpreted.

## CHAPTER XXII

### INFORMING THE PUBLIC

Playgrounds render service to a community only to the extent that people take advantage of their facilities and activities. The playgrounds today must compete with the street, the vacant lot, the movies, the radio and many other factors for the time and interest of the children during the hours when they are free for play. For this reason playground authorities must not only provide an attractive program but must utilize every suitable channel of publicity for informing children and their parents concerning it and for attracting them to the playground. This publicity is necessary to overcome the indifference of many parents as to their children's play, the tendency of children to play in the streets near their homes and the attraction of certain forms of questionable or harmful play activities.

Methods of accomplishing this purpose vary in different communities. In cities having year-round programs the problem differs from that in communities where playgrounds are conducted only during the summer months. In cities where the playgrounds are attended by children only, the publicity methods differ from those used in cities where both children and adults are served. However, the objectives of playground publicity in each case are essentially the same—to educate the public as to the value and importance of playgrounds, to build up good will toward and support for the playground department, to encourage parents to send their children to the playgrounds, to inform people as to the location of playgrounds, their facilities and activities, to announce special features and events, to report the results of games contests, exhibitions and other activities, to increase the use of facilities by adults, to give recognition to service rendered by agencies and individuals, and to inform the public as to objectives, plans and needs.

#### ANNOUNCING THE OPENING OF THE PLAYGROUNDS

In cities where playgrounds are conducted under leadership for a few weeks or months of the year, it is important that in advance of their opening information concerning them be widely disseminated. In many cities bulletins, leaflets or circulars, either printed or mimeographed, calling attention to the summer playground program, are distributed throughout the city. Sometimes they are handed out to

children in the public schools who are asked to give them to their parents. These circulars generally list the names and locations of the playgrounds, the hours they are to be open under leadership, the facilities provided and the various activities that are to comprise the playground program. Sometimes the names of the workers on each playground are also listed. It is advisable to give the name, address and telephone number of the department in charge. Such announcements often list the tennis courts, baseball diamonds, swimming pools and other facilities available for use by adults. In one city where the recreation department secured the cooperation of the school principals in announcing the summer program, notices addressed to parents and children were distributed through the schools and on each notice there was filled in the name of the playground nearest the school and the hours it would be open.

In several cities attractive posters have been prepared and placed in store windows, apartment houses and public meeting places. The following is typical:

### 75 DAYS VACATION

#### WHAT ARE YOU GOING TO DO WITH THEM?

The Hometown playgrounds open their summer schedule on Monday, June 14. Playgrounds will be open every morning from 9:30 to 12 o'clock and every afternoon from 1:30 to 8 o'clock.

GAMES — HANDCRAFT — LEAGUES — STORY-TELLING — TOURNAMENTS  
BE SURE TO GET IN ON THESE SPECIAL DAYS

LET'S PLAY ON THE PLAYGROUNDS THIS SUMMER!

In many larger cities or in communities where programs and facilities are provided throughout the year, recreation directories are issued listing the various parks, playgrounds and indoor centers and indicating the activities and facilities afforded in each. Several cities issue a monthly news letter or bulletin which contains announcements of coming playground events and other information concerning the playgrounds. In one city where a bulletin entitled "School and Home" is issued regularly by the board of education, the late spring and summer issues are devoted entirely to the playground program conducted on the school grounds. In another city a brief mimeographed monthly report is accompanied by a résumé of the program features to be offered during the following month.

Personal contacts between playground leaders and parents are without doubt the most effective means of publicity. In one city it was a part of the workers' institute training to visit for two hours each afternoon in the homes of their playground neighborhoods. A circular giving information concerning the playgrounds was left at each

home and the workers secured information as to the families visited and their suggestions concerning the playgrounds. In other cities playground workers are required to spend a certain number of hours each week in visiting homes in the neighborhood of the playground. In at least one city leaders are required to visit the homes of all children attending their playground within the first two or three weeks of the summer season. Sometimes rainy days are spent in making friendly contacts with the parents.

Parents' councils and neighborhood playground committees also provide a useful channel for informing people concerning the playground. In St. Louis, for example, where a Playground Committee of the School Patrons' Alliance and Playground Mothers' Circles have been exceedingly helpful in connection with the school playground program, a meeting is arranged prior to the opening of the playground season at which the playground staff meet the members of the various mothers' and fathers' organizations. Previous to this meeting the individual directors have attended meetings in the communities in which they are to work. Such contacts are valuable in building up a friendly understanding and relationship between parents and playground workers and in securing an increased attendance on the playgrounds.

Other methods used to acquaint the public with playground services and events are notices in the newspapers, announcements at meetings of parents, moving picture trailers, street car advertisements, and radio broadcasts. In one city the back of the bills for electricity and water carried one month an announcement of the city recreation department's service. Resourcefulness will suggest other methods that can be used in local communities.

## KEEPING THE PUBLIC INFORMED

### THE NEWSPAPER

Continuous publicity concerning happenings on the playground is not only of great value in educating the public as to the service which they render but it is also a means of drawing people to the playgrounds. Perhaps the most commonly used and effective medium for such publicity is the newspaper. Playground authorities should establish and maintain friendly relations with the local or neighborhood newspaper editors and reporters and fully utilize this means of reaching the reading public. Fortunately many playground happenings are excellent news material and papers are glad to publish stories about them. Newspapers use stories concerning special events on the playgrounds such as pageants, festivals, marble tournaments, swimming meets and pet shows, dedication of new facilities, reports of attendance and of special studies. They also offer opportunities for placing "human interest" or feature stories which are centered around special

achievements on the playground, a group carrying on an unusual activity or a unique or especially distinctive program feature.

Special departments of the press may be used for reporting developments of interest to the readers of these special sections. For example, schedules of athletic leagues and accounts of tournaments and games are often welcomed by the sports editor. Photographs of playground activities have a place in the rotogravure section. The real estate section may be used to give publicity to new facilities developed on the playgrounds. Appropriate news may also find its way into the home page or the music section. As a rule the item must have city-wide interest in order to be accepted by the metropolitan newspaper, but more detailed accounts of playground happenings of localized interest can be placed in neighborhood papers or in papers in the smaller cities.

A very valuable form of newspaper publicity is the interview through which an influential citizen expresses his views as to the importance of playgrounds in the life of the city. Through an interview the chief of police may point out the value of the playgrounds as a means of reducing delinquency, a leading clergyman may express his views as to the character values of play under right leadership, a business man may indicate how playgrounds attract individuals or industrial concerns to a city or the superintendent of schools may show how opportunities for wholesome play outside of school hours help develop habits, skills and attitudes on the part of girls and boys which enable them to be more successful in school. Educational publicity is more readily accepted by the newspapers and more widely read by the public if it is associated with the name of a well-known individual. Interviews are an effective means of answering an attack upon the playgrounds or a letter of criticism, or of securing attention and support for a new playground or an increased appropriation.

*Methods of Handling Newspaper Publicity:* The particular method of handling newspaper publicity concerning playgrounds varies in different cities. Some executives have a rule that no material is to be submitted to the press except as it has been approved by themselves or by a worker designated to do this. The reason for such a rule is that it is important all published statements be accurate, conform to the policies of and reflect credit upon the department. In several of the larger playground systems a person is employed either full or part time for publicity work. In a few cities playground workers are encouraged to supply publicity material directly to the papers serving their neighborhoods, but stories for metropolitan papers must clear through the central office. Where the work is well established reporters call at the playground office or at the individual playgrounds for news of playground happenings. Otherwise it is necessary for the stories to be carefully prepared and submitted to the papers in acceptable form. They should be typed double space with



wide margins and with ample room for a title to be inserted on the first page. Care should be taken that all papers receive fair or equal consideration in the releasing of playground news material. Schedules of future meetings, contests or events, and detailed announcements giving names of local individuals wherever possible, if handed to reporters well in advance, prove to be good "publicity incubators." In submitting announcements and stories of special interest, definite release dates should be specified. "Take the papers into your confidence as long as they justify it."

In a few cities playground departments are allotted a page or column once a week in the local papers and this affords opportunity for educational as well as news articles. In one city where the department is allotted a page in each of two Sunday papers, staff members are required to bring to the staff meeting on Saturday mornings stories of playground activities and forthcoming events. Photographs and human interest stories must be submitted not later than Tuesday night of each week. In another city where the playgrounds are allowed ample space in the Friday evening edition and limited space in a Sunday paper, publicity must be at the department office before 9 o'clock Thursday morning. There is no limit set for publicity material for the Friday paper but not more than 200 words are allowed each playground for the Sunday paper. Two separate sets of publicity are therefore required. According to the instructions to playground directors in this city, "the playground publicity shall be written by the children, *corrected* by members of the playground staff, who will see that it is *plainly and neatly written before turning same to the office.*"

#### PLAYGROUND NEWSPAPERS

According to the National Recreation Association Year Book, playground newspapers were issued in 81 cities during the year 1935.<sup>1</sup> This medium serves to acquaint children and their parents with the playground objectives, facilities, activities and rules. Many of these newspapers are published weekly during the summer months; a few are issued monthly throughout the year. In small communities with one or two playgrounds the paper may be issued once or twice during the summer. The newspapers vary from simple mimeographed sheets to more elaborate printed booklets some of which carry advertising. In a few instances the playground staff prepare the copy but as a rule the children have a large share in its preparation. The paper is a popular playground project carried on entirely by the children with the advice of a leader. Names which appeal to children or are of local significance, such as the *Playground Periscope*, the *Playground Tatler* or *Chips of Wood Park*, are often adopted.

<sup>1</sup> Year Book issue of *Recreation*, June, 1936. National Recreation Association.

As many children as possible should be encouraged to submit material for the paper, but it is usually necessary to have a special staff of junior editors and reporters who assume responsibility for collecting and editing the copy under the guidance of a paid worker. As with other forms of junior leadership, no pressure should be brought upon children to serve on the paper. Generally there are boys and girls who are eager to take part in this activity and often they are enrolled as members of a junior press club. Sometimes a single playground issues its own paper but usually the newspaper is a city-wide project. Each playground has its editor and staff and these editors meet weekly at the department office, bringing with them their stories for the week. At these meetings copy for the playground paper or for the playground page in a local newspaper or magazine is selected and prepared for publication. Greater interest in the project is secured in some cities by appointing the editor-in-chief for a brief period only and by having his successor determined on a competitive basis. For example, the editor representing the playground which has the most space in one issue is sometimes appointed editor-in-chief or city editor for the following issue. The playground having the second highest number of points names the assistant city editor. The playground newspaper is more likely to prove successful if a staff worker is assigned to meet regularly with the junior editors.

*A Playground Newspaper Contest:* In Evanston, Illinois, where a weekly newspaper is an important playground project, an appropriate trophy is awarded to the playground which at the end of the summer season has won the largest number of points. Gold, silver and bronze medals are awarded honor editors for the summer. Points are awarded as follows:

- 10 points for the best feature story printed each week
- 10 points for the best editorial printed each week
- 10 points for the best straight news printed each week
- 10 points for the best sport story printed each week
- 10 points for the best poem printed each week
- 10 points for the best essay printed each week
- 5 points for the best personal item printed each week
- 50 points for the best cartoon (each) printed each week
- 15 points for each cartoon submitted (limit 5 cartoons)
- 5 points for each story submitted; each playground, however, will be limited to 20 stories
- 10 points for each story that is printed
- 5 points for every inch that is printed

The standing of the playgrounds is announced in a weekly bulletin as follows:

## JUNIOR PRESS REPORT—BULLETIN No. 1

Name of Playground	Stories Submitted	Points	Stories Printed	Points	Best Story Points	Inches Printed This Week	Points for Inches	This Week's Points	Up to Date Inches	Points
_____	19	95	7	70	10	10 $\frac{1}{4}$	51	226	10 $\frac{1}{4}$	226
_____	20	100	6	60	15	7 $\frac{3}{4}$	39	214	7 $\frac{3}{4}$	214
_____	20	100	5	50	10	7	35	195	7	195
_____	20	100	4	40	10	5 $\frac{3}{4}$	29	179	5 $\frac{3}{4}$	179
_____	14	70	1	10	10	6 $\frac{3}{4}$	31	171	6 $\frac{3}{4}$	171
_____	15	75	1	10	10	2 $\frac{1}{4}$	11	106	2 $\frac{1}{4}$	106
_____	10	50	1	10	5	$\frac{1}{2}$	5	70	$\frac{1}{2}$	70

The names of the children who submit the best stories for the week are also listed in the bulletin.

## OTHER PUBLICITY MEDIUMS

Many other channels for advising the public of the playground service and happenings are utilized by playground leaders.

Radio programs are useful in making announcements of special events, in promoting such projects as home play campaigns, in presenting such program features as musical and dramatic numbers using playground groups or play leaders, in describing games and other play activities, in presenting interviews and in giving addresses on the objectives and service of the playground department. Special care must be taken not to exploit individual children in broadcasting programs.

Window exhibits or displays of handcraft articles made on the playgrounds are effective means of calling public attention to this phase of the program. Other activities may also be illustrated through exhibits. They are especially effective if arranged to convey a definite message and if accompanied by suitable newspaper publicity. Naturally an exhibit in a large bank or department store window gains the attention of larger numbers than a neighborhood exhibit, although there are certain local values to be gained by having the display in the playground neighborhood.

Special events on the playground, such as the festival, circus, doll show, miniature aircraft tournament and model boat sailing contest, are occasions when parents and friends of the children should be invited to attend. As these opportunities occur alert playground leaders enlist the cooperation and interest of municipal officials and civic leaders by inviting them to serve as judges or in some other capacity. It is important, of course, that careful preparations be made for such events in order that the public may be favorably impressed by the

activities, achievements and conduct of the children. Posters made by the children on the playgrounds and placed in strategic locations are an effective means of calling attention to special events and photographs taken while they are in progress are useful in printed reports, in newspapers and in other ways. Frequently state and national magazines devoted to recreation and related subjects are very glad to use these photographs and such use brings desirable publicity to the local playground program. Motion pictures of playground activities and special events are used in many cities to stimulate added interest.

Where funds permit—and many playground authorities believe that money should be set aside for the purpose—reports should be printed or mimeographed and widely distributed throughout the city. A report covering the year or season should always be prepared by the playground executive for the authorities responsible for the program; in some cities such a report is prescribed by law. Often the official report has little popular interest and nothing is gained by distributing it widely. There is great educational value, however, in distributing a report which presents in attractive, graphic, interesting fashion the essential services rendered by the playgrounds and emphasizes the low unit cost of playground service. Such a report helps in securing public understanding and support for the program and stimulates added participation in the activities.

Talks before men's and women's organizations, civic clubs, church groups, parent-teacher associations and others afford opportunities for interpreting playground objectives and activities to large numbers of people. Such occasions should be sought by playground authorities. These talks are sometimes more effective if accompanied by motion pictures taken on the playgrounds or illustrating the need for additional playgrounds in the city.

A method which has been used in several cities to demonstrate to city authorities and civic leaders the service of the playgrounds is to arrange playground inspection tours. On a certain day the group invited to visit the centers is taken on a tour of inspection, the purposes of which are to show what the children or adults are doing on the playgrounds, the extent to which they are used and, occasionally, to point out needs for additional areas, facilities or leadership. Such tours bring to the playgrounds small but influential groups and they have proved their worth in a number of cities. In one large city 400 members of the District Parent-Teacher Federation participated in such a motor tour which ended at one of the playgrounds where a swim, family picnic, puppet show and children's circus were enjoyed by the group. It is very essential that one or more officials who are thoroughly informed accompany such a tour in order to answer questions and to interpret the work on the playgrounds.

The alert leader finds many opportunities for enlisting the services

of others in emphasizing the value of playgrounds and of the local work. Frequently city officials and other citizens are scheduled to speak at meetings on subjects in some way related to playgrounds. Such speakers are usually glad to secure suggested material and to introduce it in their talks. Appropriate bulletins, reports and other material sent to ministers may find its way into sermons; if sent to editorial writers, it may result in comment on the editorial page.

One factor which should not be forgotten is that the best publicity a playground system can secure is through the children, young people and adults who make use of it. A loyal and enthusiastic constituency is the greatest asset of the playground leader. Another factor is the playground itself. If it is well planned, attractive, carefully maintained and conducted in an orderly manner, people will be drawn to it; if these conditions do not prevail, the best laid plans for advertising it are likely to fail.

### THE BULLETIN BOARD

No discussion of playground publicity is complete which fails to take into account the playground bulletin board which, after all, is a direct advertising medium. In order that it may be read regularly by the children it should be attractive and display material of interest to the children. To this end material should be changed frequently so it will have current interest, plenty of pictures and color should be used, and children should be encouraged to bring pictures and items of interest for posting on the board. One worker suggests a special board for the smaller children, placed low enough so they can read it easily.

The following are some of the types of material that may be posted:

- Daily schedule.
- Special weekly events.
- Schedule of team games and contests.
- Results of games and tournaments.
- Classification and rules for coming events.
- Honor point system events.
- Record of honor point leaders.
- Standing of leagues and teams.
- Accounts of happenings on other playgrounds.
- Efficiency test events.
- Announcement of new games and craft material.
- Pictures of champions in games and sports.
- Posters announcing playground projects and events.
- Rules governing use of playgrounds—hours open, etc.
- Safety posters or bulletins.
- Announcements of junior organizations.

Additional suggestions for bulletin boards have been issued by the Houston Recreation Department as follows:

**Location**—The main bulletin to be located outside of equipment room convenient for everyone to see.

**Appearance**—

Most essential to be attractive.

Use harmonious but striking color.

Cutouts from advertising in magazines are excellent.

Printing should be neat but not too small.

It is advisable to make frequent changes.

Don't have too much on the board at one time.

Separate material of interest to each sex.

Neatness creates attitude of an orderly, well-regulated playground.

Also a busy concern is reflected by a bulletin board.

**Suggestions**—

Develop a poster club whose purpose it is to make signs and posters for playground.

If you do not have ability to do the bulletins, posters and signs creditably, find art students or person with ability in your neighborhood. Give them an opportunity to help you.

**Materials**—Cardboard, cutouts, crayons, show card, water colors, poster cardboard may be secured from discarded window posters from stores. Magazines may be collected by youngsters.

## CHAPTER XXIII

### PLAYGROUND RELATIONSHIPS AND ORGANIZATIONS

The modern city is a complex organism and the functions which the city government performs are many, varied and interrelated. Perhaps no other municipal department has opportunities for cooperative service relationships with as many other types of agencies, both public and private, as does the playground or recreation department. Playground authorities who desire to render the maximum service are alert and resourceful in taking advantage of these opportunities, which may also be used to build up an understanding and appreciation of the place of the playground in the community. Only a few examples can be cited as to ways in which playground departments cooperate with other city departments, in which their contacts with other agencies are used to mutual advantage and in which special groups are organized to support and assist the local playground movement. Playground workers must be especially careful in their relations with public and private agencies to fulfill all promises and to uphold the standing of their department.

#### COOPERATION WITH MUNICIPAL DEPARTMENTS

There are few local governmental agencies which do not have some relationships to the playground department or which cannot contribute in some way to it. By utilizing and strengthening these relationships the playground authorities are able not only to render a greater service to the people but to secure for the playgrounds greater recognition as an essential part of the city government. Brief references will be made to the services rendered or benefits received through cooperation with the following departments:

##### THE FIRE DEPARTMENT

In many cities, especially where wading and swimming facilities are limited, street, playground or vacant lot showers are set up and operated during the summer by members of the fire department. In several instances special shower heads have been devised by firemen to attach to fire hydrants. Another way in which they have helped is through flooding or sprinkling areas for skating during the winter.

In one city fire ladders were loaned for use in exhibition stunts at the playground circus and special flood lights were installed for use at the circus. In the same city a firehouse adjoining the playground has been used on more than one occasion for a playground hobby exhibit, dance and entertainment.

On the other hand, playground workers can be of assistance to the fire department by helping install at the firehouses simple equipment for indoor or outdoor games and by offering assistance in planning and conducting tournaments, entertainments and special events. In one city the playground superintendent conducted a first aid course for firemen at the request of this group.

#### THE HEALTH DEPARTMENT

In operating wading and swimming pools and beaches the playground authorities are providing facilities which may be a health asset or liability, depending largely upon the purity of the water. In some cities periodic tests of the water by the health department are compulsory, but in any case its cooperation in this respect should be solicited. This service may include not only analysis but suggestions for the sanitary operation of bathing facilities. In the conducting of athletic activities of a strenuous nature where physical examinations are desirable for all participants, assistance may also be secured from the health department. In more than one city arrangements are made for the playground department to receive a notice of every child who contracts a contagious disease, and these children are denied the use of the playgrounds while under quarantine. Assistance of the health department is sometimes enlisted in organizing health clubs on the playground and in conducting first aid classes for children and for playground leaders. Suggestions for other forms of cooperation are given in Chapter XXIV.

#### THE POLICE DEPARTMENT

The police and playground authorities work together closely in many cities. Arrangements are made for the police to turn over young offenders to the playground directors in the neighborhood of their homes. The directors establish friendly relations with the boy or girl, visit the parents and induce the child or youth to engage regularly in activities on the playground. Careful attendance records are kept and in a large percentage of cases participation in healthful games, sports and other activities has furnished outlets for the energy which was formerly misused. Some of the most successful work of this sort has been carried on in cities where a committee has been formed comprising the chief of police, the superintendent of schools, the chief probation officer and the superintendent of playgrounds.



Valuable assistance has been rendered the cause of playgrounds in several cities by the emphasis which has been laid, through posters and other features of safety campaigns under police auspices, upon their value in reducing street accidents. In one city the promotion of playground facilities and activities for children and youth is one of the most important phases of the police department's Crime Prevention Bureau. The service which the police render by handling crowds at feature events and by furnishing special protection for children at playgrounds located near busy streets is widely recognized. Police authorities gladly cooperate in the organization and training of junior playground police in several cities. Authorization for the closing of streets for play or for coasting is often secured through the police department, which in some instances also provides protection for these areas.

#### THE LIBRARY DEPARTMENT

Recent years have seen increasing evidences of cooperation between playground and library authorities. Branch libraries have been established in playground buildings; library facilities such as assembly rooms, theatres and basements have been made available to playground groups when not in regular use, and library story-tellers have delighted children on many playgrounds. Librarians have shown a willingness to make and exhibit collections of books helpful to special groups engaged in recreation activities. Books on how to play, coach and enjoy games and sports of various kinds are made easily available to readers at appropriate seasons. In one city the public library issues each year a sports calendar listing the events scheduled by the Municipal Amateur Athletic Association and in addition a classified list of the books in the library devoted to the various sports. Guidance in recreational reading and in the finding of information on various crafts and hobbies is an increasing service rendered by librarians. When placed in libraries, posters announcing special events on the playground reach large numbers of people.

Effective cooperation between the recreation and library departments is illustrated by the traveling library which regularly visits the playgrounds in one city. Through this book wagon hundreds of playground children who would not go to the city library are provided with reading during the summer months.

#### OTHER DEPARTMENTS

The Street Department can help by loaning its steam roller or other equipment for use in constructing special play areas. The Lighting Department can erect special lights for evening play or for use at special functions. The Safety Department can cooperate with playground safety squads, help with safety activities on the playground

and give valuable publicity to the need for more playgrounds. Cooperation with the city planning authorities will result in a better understanding of the city's playground needs and intelligent concerted action for the acquisition of additional areas. Valuable service can be rendered by the playground authorities to the city's institutions for the dependent, sick and aged by giving advice as to the provision of play materials and equipment, by conducting special classes and activities in the institutions, by training institution workers as play leaders and by arranging for playground groups to give special programs for the inmates.

Arrangements can be made with the Public Works Department to place on the playgrounds stone, clay, lumber or other materials made available in the course of its operations and which are needed either for fill or in the construction of special facilities on the playgrounds. City accounting authorities are ready to give advice in the setting up of bookkeeping and record systems; the city attorney can be consulted with reference to questions which might involve legal actions; land surveys, detailed plans or advice on playground development projects can be secured from the city Engineering Department; hoisting equipment of the Lighting Department can be used in erecting a flagpole.

Arrangements are sometimes made between the playground authorities and the city Welfare Department whereby children from needy families receive free of charge special materials or services for which children are usually expected to pay. (In such cases care must be taken that no distinction is made among the children themselves which would cause embarrassment to those who are unable to pay.)

A city agency which should have a special relationship with the playground authorities is the museum because the playground and the museum have common objectives which can be furthered through cooperation. Among such projects are trips to the museum by groups of playground children, guidance by the museum authorities in playground activities or projects related to nature, the arts or other subjects of concern to museum authorities, such as the preparation of nature trails, nature hikes, picture memory contests, playground gardens, sketching classes, hobby clubs and collections and others.

Many playgrounds are conducted by either park or school departments, but where they are under other auspices the desirability of mutual planning is great, and the methods of working together are many and varied. Close cooperation between school, park and playground officials is necessary to assure the maximum use of facilities and personnel, coordination of activities and an understanding as to ideals, objectives and standards.

In addition to service to individual departments, playground authorities assist municipal officials by planning and conducting outings for city employees, by organizing city-wide celebrations and by

helping prepare entertainment for distinguished visitors to the city. All these relationships and cooperative services should have as their objective not the special advantage which can be gained for the playground department itself, but the enlarging of opportunities for fuller living to the people of the community. The more successful the playground authorities are in attaining this objective, the more fully will the Playground Department be accepted as an indispensable part of the city government.

### COOPERATION WITH PRIVATE ORGANIZATIONS

Many local organizations are greatly interested in playgrounds and stand ready to encourage, assist and support the playground authorities. In some instances these local organizations are affiliated with national bodies, such as the National Congress of Parents and Teachers, the American Legion or the American Federation of Labor, which have gone on record as approving playground projects and have issued suggestions of cooperation to their local groups. Civic and luncheon clubs such as Rotary, Kiwanis and Exchange Clubs are often willing to help with a playground project. Churches, industries, settlements, colleges, the press, fraternal orders, scouts, young men's and young women's organizations, women's clubs and many others have contributed funds, facilities, leadership, volunteer service or support to playground authorities in many cities. Contacts with all such agencies are especially helpful whenever there is need of backing for budget requests for additional facilities or personnel.

The relationships of playground authorities with such agencies are usually of two types. One is in the nature of special service which the playground department renders them and the other consists of contacts for the purpose of helping the local playgrounds. Frequently the relationships are mutually helpful. A few of the specific examples of each type follow.

### WAYS IN WHICH PLAYGROUND AUTHORITIES SERVE PRIVATE AGENCIES

Planning programs, loaning equipment and providing leadership for picnics, outings, banquets and socials for church, club and industrial groups.

Assisting parent-teacher associations in conducting backyard playground campaigns, by preparing apparatus and layout plans, lists of play activities and materials.

Helping industries, churches and other groups organize and conduct athletic leagues.

Providing facilities for club, industrial and other teams.

Assisting in or conducting training courses for volunteer play leaders in lodges, churches, schools and other organizations.

Advising real estate organizations in the setting aside and development of land for recreation use.

Making indoor facilities available for music, drama, arts and crafts and other groups.

Assigning workers to help with training classes conducted by the scouts, Y's and other groups.

Assisting labor organizations in planning and conducting Labor Day programs; American Legion and other patriotic groups in Armistice Day, Memorial Day and Independence Day programs; churches, institutions and welfare agencies in Christmas programs.

Helping the service clubs conduct Boys' Week or safety campaigns.

Making and renovating toys, providing play leaders and arranging entertainments for orphanages and hospitals.

Furnishing playground bands, orchestras, puppet groups, gym teams and other talent for community programs and special public occasions.

Cooperating with the Red Cross in swimming and life saving campaigns.

#### WAYS IN WHICH PRIVATE AGENCIES HELP THE PLAYGROUNDS

Support the playground department at budget hearings and in playground bond campaigns.

Provide instructors for special subjects at playground training institutes.

Furnish transportation in connection with inter-playground and city-wide activities.

Purchase game supplies, handcraft materials, musical instruments, stage equipment and other desirable items not provided in the playground budget, such as the replacement of broken windows.

Furnish from their membership volunteers to serve as team coaches, umpires, referees, story-tellers, song leaders or nature guides.

Make available club rooms, auditoriums, gymnasiums and other indoor facilities for playground groups.

Purchase playground apparatus or finance the construction of playground facilities such as a wading pool, shelter house, showers or fireplace.

Meet the expense of an annual playground picnic or outing, including transportation and refreshments.

Serve as chaperones at dances, play days and special entertainments; serve as guards or assistants at events where a large crowd must be handled.

Secure donations of plants, shrubs, vines or flowers, and assist children in planting and maintaining them on the playground.

Meet expense of promoting and conducting special contests or tournaments.

Provide talent for community programs on the playground.

Grant special privileges to playground children, such as free admission to baseball games for members of a Knot Hole Club, or to a football game for competitors in a football contest.

### ADULT ORGANIZATIONS FOR PLAYGROUND SERVICE

Playgrounds were first established and for years were maintained in many cities through the efforts of private playground associations. Although the number of these organizations is comparatively small, they are rendering a valuable service. Even in cities where there is an official playground board or commission, the private association is able to assist through providing publicity, building up support, increasing participation and helping extend and strengthen the playground system. Membership in this type of organization is generally open to all who are interested upon payment of a nominal membership fee.

#### THE PARENTS' PLAYGROUND CLUB

Many playground workers have discovered the advantages which follow the organization of a parents' group at their playground. Dads' clubs, mothers' clubs and parents' councils are helping promote the playgrounds in a large number of cities. Sometimes such a group is formed at only one or two playgrounds; in other cities nearly every center has a definite plan for enlisting the cooperation of the parents. In a few cities directors are instructed to organize a mothers' club or similar group. In commenting on mothers' clubs the director of playgrounds in one city stated, "This tie-up between the parents and the playground staff is of material value to the program, assuring interest in participation in the major activities among these adults, stimulating a friendly sentiment in the neighborhood, and affording an opportunity for the program to be presented before a sympathetic audience." Another executive has said, "I would rather do without a city association than try to work without these neighborhood groups. We have one in every park."

The purpose of forming the parents' club is twofold: (1) to enlist the interest and support of the parents in the work of the playground, and (2) to make it possible for them to engage in enjoyable recreation activities. The first purpose is attained by pointing out to the parents ways in which they can help through providing leadership or funds, sponsoring special holiday celebrations or feature events, aiding in the equipment or maintenance of the playground or the furnishing of the playground building, cooperating in cases of discipline problems, making suggestions concerning the playground program or

supporting the authorities when requesting playground funds. The second objective is reached through the programs of the groups themselves. Social activities, crafts, drama, music and athletics of varying types are engaged in by the members. Often the men's and women's groups are separate although they occasionally meet together; sometimes the playground club or council is composed of both men and women.

Valuable as these neighborhood playground groups are, they may become a source of great difficulty to the playground executive and director. There have been instances where such groups have felt that they controlled their local playground; they have sponsored or conducted activities in a manner which was contrary to the policies and ideals of the department; they have insisted on making improvements on the playground which were not acceptable to the authorities; their leaders have abused their positions for political or other selfish ends and have misappropriated funds raised for the playground. These experiences are not cited to discourage playground workers from forming adult groups in the interest of their playgrounds but rather to point out the careful supervision which is necessary if they are to be successful.

#### IMPORTANT CONSIDERATIONS

The following are a few suggestions with reference to such organizations:

Unless a playground director is well acquainted with his neighborhood it is well to bring parents and others together for a specific but limited purpose in an informal group rather than to form a definite, permanent organization at the start. After he has had an opportunity to study the neighborhood and become acquainted with the leaders he is in a better position to guide intelligently the formation of the group.

It should be definitely understood at the beginning that any organization which adopts the name of the playground and attempts to raise funds for it has a responsibility to the playground department, that all plans relating to the playground must receive the approval of the department and all money raised must be accounted for to the department. If an understanding on these points is reached at the start, later difficulties will be avoided. Only in this way can the authorities be certain that the organization, even though with the best of intentions, will not bring embarrassment to them.

The playground executive should realize that if adult service organizations are to be formed at many of his playgrounds it is essential that he arrange for a member of his staff to devote considerable time to them. This is especially important in a city where such groups are

organized but where the playgrounds are open under leadership during the summer months only. Since the directors are not on the job during the rest of the year they are out of touch with these organizations. Unless some staff worker does devote time to them they are likely to dissolve or—what may be of greater significance—to make unwise plans which, after steps have been taken to put them into effect, can be changed only with difficulty and usually with ill feelings.

#### CITY-WIDE FEDERATIONS

In a few cities the local playground clubs or associations are organized into a city-wide body. In Reading, Pennsylvania, for example, the twenty-five local associations and two civic associations comprise the Reading Playground Federation, in which each member group has two delegates. In Oklahoma City, the Playground Recreation Council consists of members of various local playground committees. The city-wide organization performs the same services for the playground system as the local groups do for the individual playgrounds.





## PROBLEMS OF OPERATION



## CHAPTER XXIV

### SAFETY ON THE PLAYGROUND

The well-managed playground is a safe place for children to play in. Safeguarding children against accidents is one of the primary responsibilities of the playground leader. Parents are glad to have their children attend a playground where adequate precautions are taken to prevent injury. On the other hand, the occurrence of one or two serious accidents materially affects playground attendance and the standing of the playground in the neighborhood. It is inevitable that accidents should occur on areas where large numbers of children are taking part in a variety of activities, but every reasonable precaution should be taken to prevent them. A study of the methods of avoiding them is exceedingly important.

Among the chief causes of playground accidents are:

1. Improper layout of the area.
2. Installation of dangerous apparatus and facilities.
3. Improper use of apparatus and facilities.
4. Defective apparatus, facilities and game supplies.
5. Carelessness in use or maintenance of game areas.
6. Inadequate supervision.

#### IMPORTANCE OF PROPER LAYOUT

The well-designed playground is the playground which has few accidents. It is obvious that a playground must be wisely planned and well constructed if it is to be used with safety. It is especially important that the section for small children be at a distance from the section used by the older boys, or be protected from it. Where space is limited, as it is on most playgrounds, hooded backstops should be used on the ball field and the diamond so arranged as to reduce the likelihood of injury due to batted balls. Apparatus with moving parts, such as strides and swings, should not be near the area used for group or team games, because children are likely to run into it. It should be placed along a fence or in a corner where children will not have to pass it to reach other apparatus or facilities. Equipment for craft activities should be placed where there is no crowding or "fooling around." Properly placed entrances, fences and well-defined paths help to keep children from areas where they are liable to be injured. The location of the shelter house with reference to the sections used by small children has a definite relation to safety. Sug-

gestions for laying out the playground are given in Chapter II. If it is found that the features of a playground are badly arranged from the standpoint of safety, the only wise course is to rearrange them. It is generally best to omit an activity from the playground program if there is no adequate space to carry it on without crowding and to permit safe and satisfactory play. In case the playground is not fenced the layout should be such as to minimize the likelihood of children running into the street.

### AVOID DANGEROUS APPARATUS AND FACILITIES

Much of the apparatus commonly found on public playgrounds today has stood the test of time as to value and safety, but accident studies have revealed that certain types cause more accidents than others. If it is possible to gain the same values through other safer apparatus, the more dangerous kinds should be eliminated. Swings, slides, the sand box, junglegym and the circular traveling rings have proved to be comparatively safe for the children using them. Teeter ladders, flying rings, sliding poles, and some other types are more dangerous, according to many reports, and this fact should be recognized by play leaders. Since it is seldom possible to control the use of apparatus at all times, the following principles are worth considering before erecting any piece of apparatus:

1. Install no apparatus which is accessible to children who cannot use it in safety. For example, a 10-foot or 12-foot high slide may be perfectly safe for children ten or twelve years of age, but it presents a hazard to the four-year-old child who nevertheless is able to climb to its top. (The Committee on Apparatus Standards recommends 8 feet as the maximum height for the playground slide.<sup>1</sup>)
2. Install no apparatus which is used by many but can be controlled by a single individual, unless it can be kept out of use when unsupervised. Certain kinds of rotating or whirling apparatus are examples of this type.
3. Install no apparatus which is known to present an unusual hazard unless there is some special reason which justifies doing so.
4. Select or adjust the apparatus according to the ages of the children to be served. On an area for small children only, swing frames and seesaws, for example, should be lower than on a playground for older children.
5. Install only apparatus of sound materials and construction; do not use second-hand pipe for uprights or supports. Valuable advice on the construction of apparatus is found in the report of the Committee on Apparatus Construction Standards.<sup>2</sup>

<sup>1</sup> *Standards in Playground Apparatus*. New York: National Recreation Association. 1929.

<sup>2</sup> *Standards in the Construction of Playground Apparatus*. New York: National Recreation Association. 1933.

There are other facilities which have an important place in the play program but are not safe on most playgrounds. Archery is an excellent sport, but it is seldom advisable to erect targets on the playground. The playing of regulation baseball on the playground is dangerous unless there is ample space. Golf games and horseshoe courts should not be laid out unless there is a space which can be set aside exclusively for them and apart from other activities, so as to reduce the possibility of accident from flying golf balls or horseshoes.

### PROPER USE OF APPARATUS AND FACILITIES

Most playground leaders recognize the value of apparatus and other play facilities but they often fail to consider the importance of insisting that it be used properly until after a serious accident has occurred. Each playground presents special safety problems but there are several considerations which are essential in assuring the safe use of equipment and which apply to every playground. It is important that they be understood and practiced by every playground director.

#### GENERAL SAFETY FACTORS

1. Children should be taught the proper use of apparatus. Leaders should make use of apparatus periods for teaching definite exercises, proper holds, methods of getting on, starting, stopping, dismounting and other fundamental uses of the apparatus. One experienced leader believes that children should not be permitted to use such apparatus as the giant stride until they have passed qualifying tests.

2. Prohibit all misuse of apparatus. Unless prevented from doing so, some children will abuse the apparatus, causing possible injury to other children and damage to the apparatus. Throwing swings over the frame, winding the ropes or chains of the giant stride around the pole or banging the seesaws are examples. It is much easier to stop such practices at the beginning than after they have become a habit.

3. Limit the use of the apparatus to the children it is intended to serve. For example, children over six or seven should not be permitted in the chair swings and boys and girls over fifteen should not use the larger swings. Use of the gymnasium frame may well be restricted to children over eight. Special age restrictions of this sort are more common on the school yard than the summer playground. On some playgrounds certain pieces are restricted to the use of the girls and others to the boys.

4. Insist on children taking turns. Part of the value of having some types of apparatus is social, resulting from the sharing and taking of turns. Crowding and pushing are dangerous and should be prohibited. Where a clock is visible, use of swings and similar apparatus may be limited to five-minute periods. In one city the pass-

ing of the street car at five-minute intervals is the signal for changing swings if another child is waiting.

5. Organize safety patrols or enlist junior leaders to help children use the apparatus correctly and in safety. (For a discussion of such leaders, see Chapter IX.)

6. Teach children to perform correctly certain exercises or stunts on the apparatus. To do so discourages dangerous feats and climbing over the fences, frames and buildings, all of which should be forbidden. Do not have speed contests on the apparatus—they are likely to result in accidents.

7. Teach children to keep away from the apparatus with moving parts except when using it. They should not be permitted to play active games near such apparatus because of the danger of being struck while running or chasing after a ball. All rough-house play in or near the apparatus area should be prohibited.

8. It is generally wise to prohibit the use of apparatus when it is wet or when the ground underneath it is slippery. Many accidents are caused by using apparatus, especially of the climbing type, when it is wet. Loss of grip was by far the most fruitful source of accidents in a study of playground accidents in Los Angeles.<sup>3</sup>

#### RULES FOR THE USE OF APPARATUS

It is important that simple rules be adopted for the use of apparatus and other facilities and that they be understood and obeyed by the children. These rules should be posted in the office and sometimes it is desirable to have them printed and posted on the playground near the wading pool or special types of apparatus. Time should be given by the leader at the opening of the playground season to making the children familiar with such regulations. Children coming to the playground later in the season will follow the example of the regular patrons. Rules naturally differ according to the conditions on an individual playground but the following may be suggestive. Rules should be positive rather than suggesting the things that should *not* be done.

##### *Rules for the Slide*

1. Slide down *feet first*—and keep your feet in.
2. Be sure slide is *clear* before starting down.
3. Climb the ladder without crowding or pushing.
4. Get up and move from foot of slide quickly.
5. No crawling or running up the slide.
6. Keep the babies off the high slides.

<sup>3</sup> *A Study of Playground Accidents in Los Angeles*. New York: National Recreation Association. 1929.

*Rules for the Swings*

1. Only *one* child in a swing at one time.
2. Hold on tightly at all times.
3. Sit in the swing, don't stand up or kneel.
4. All children face the same direction when swinging.
5. Remember, swinging too high is *dangerous*—so is twisting or swinging sideways.
6. No running under swings when pushing another child.
7. Wait until motion is stopped before leaving swing—then keep out of way of other swings.
8. Play or stand away from the swings so you will not be struck.
9. If ball rolls under swing, wait until swing is stopped before trying to get it.
10. Persons over 15 years of age are not allowed in the swings.

*Rules for the Giant Stride*

1. Hold on tightly at all times—and by one rope or chain only.
2. Hold back from person in front of you.
3. The ladders are to hold on to—don't put your feet through them.
4. If other children are on the stride, give warning when you let go—don't throw chains forward or backward.
5. Leave the chains as they are—don't shorten or cross them.
6. When you leave the stride run out of the way immediately.

*Rules for Teeter or See-Saw*

1. Give warning to person on the other end before getting off.
2. Keep firm hold on teeter and sit facing one another—no standing or running.
3. Hold both feet out from under board as it approaches the ground.
4. Leaving board, first child off should hold board tightly and let it fall gradually so that child on other end can alight safely.
5. Stay away from teeter unless you are using it.
6. Bumping end of board on ground is both annoying and dangerous.

*Rules for the Sand Box*

1. Bottles and sharp utensils should not be permitted in the sand box.
2. The sand is to play in and with—not to throw or carry away with you.
3. Lunch should be eaten elsewhere—crumbs attract insects.
4. Share the sand box with the others—do not monopolize it.

*Rules for Rings and Bars*

1. Be sure you have a tight grip before swinging.
2. On the traveling rings, be sure the next ring is free before you try to catch it.
3. Traveling should be in one direction.
4. Dry hands assure a better grip—be sure your hands are dry.
5. If you are falling, attempt to land on your feet.
6. Heads and feet should not be put through the rings.
7. High rings and bars are for the children who can reach them, not for the ones who have to be lifted up.
8. Do not use benches or boxes as take-off boards.

*Rules for Wading Pool*

1. If you begin to feel cold, leave the pool. In any case don't stay in too long—twenty minutes is generally long enough.
2. Wait for an hour after eating before entering pool.
3. Never enter the pool if you feel indisposed, if you are perspiring or overheated.
4. Do your part in keeping the pool clean. Help prevent spitting or the throwing of rubbish into the pool.
5. If you have any skin disease, you must not enter pool.
6. Pool may be used only when temperature of water is 60 degrees or above.
7. Be sure and never dive into the wading pool.
8. Pushing, running, ducking or splashing in the pool is annoying and dangerous—don't do it.

*Rules for Drinking Fountain*

1. Keep fountains free from paper, stones and rubbish.
2. Broken teeth are likely to result from pushing—don't do it.
3. Await your turn in line—there's plenty of water for all.
4. It's courteous to allow the smaller children to drink first.
5. Crowding or playing around the fountain may cause accidents.
6. It is unhealthful to drink large quantities of cold water when you are overheated.

If the playground has such apparatus as the merry-go-round, the merry whirl, or circle stride it is especially important that rules governing its use be made and enforced. Some types such as the junglegym or balance beam involve relatively small risk and special printed rules may not be needed to govern their use.

**REGULAR INSPECTION AND REPAIRS**

One of the best methods of assuring a safe playground is to keep all facilities and equipment in good condition. Apparatus, structures, other facilities and the playground surface should be inspected regularly. Inspection not only decreases the likelihood of accidents and prolongs the life of the equipment but it affords protection to the playground authorities or workers in case of a law suit for damages following an accident. In addition to playground apparatus, such facilities as baseball backstops and basketball goals need to be inspected regularly for signs of wear or decay. Specific suggestions for the care of apparatus and other equipment are given in Chapter IV.

Naturally inspection alone will not prevent accidents. It is essential that all facilities requiring repairs be removed from use at once, that they be roped off if necessary or that suitable signs be posted and that immediate steps be taken to have the necessary repairs made. In one large city with many year-round playgrounds, all wearing parts are replaced each year. This has proved cheaper and safer than making repairs.



### THE USE OF GAME AREAS

A study of playground accidents in Los Angeles<sup>4</sup> revealed the fact that approximately one quarter of the total injuries occurred to persons taking part in athletic games and organized play activities. The bulk of the baseball and softball injuries, which were much more numerous than any others, were due to careless handling of the bat or to the next batter-up standing too close to the person at bat. Carelessness of children in running across areas being used for games contributes many accidents. The surface of the playground is an important factor affecting its safety.

The wise playground director will adopt a set of rules and follow definite principles in using and caring for game areas. The enforcement of such rules as the following should reduce the accidents on a playground which is laid out in such a way as to eliminate unusual hazards.

1. All baseball bats should be taped to prevent slipping out of player's hands. Cracked bats should not be used.
2. Batters should be instructed not to throw their bats and other players should not stand too close to the batter.
3. Spectators should be encouraged to watch from behind the backstop, to stand or sit at least 40 feet from the batter and to remain at least 20 feet back from the base lines.
4. Players should not enter or cross ball fields or game courts during a game.
5. Regulation baseball should be permitted only on diamonds where there is ample space for safety.
6. Young men and adults should not be allowed to play baseball on a boys' diamond.
7. Special horseshoe courts should be provided for children; adult courts are too long to assure good control when children are pitching.
8. Horseshoe courts should be fenced or marked off to prevent persons from crossing them.
9. Game courts and ball fields should not be used when wet and slippery.
10. Players and spectators should be taught to keep their eye on the ball constantly.
11. Throwing baseballs, pitching horseshoes, batting tennis balls, putting the shot and similar activities should be restricted to the areas set aside for them.

### ELIMINATE PLAYGROUND HAZARDS

The importance of proper layout and maintenance has been mentioned as contributing to safety on the playground. A few additional detailed suggestions as to ways of avoiding accidents are:

<sup>4</sup>*A Study of Playground Accidents in Los Angeles.* New York: National Recreation Association. 1929

Make sure that all window wells are properly covered or fenced off so children will not fall into them.

Have all water and other pipes underground rather than on the surface where children will trip over them.

Wading pool bottom and surrounding walk should be rough concrete—not smooth—to avoid slipping. The same is true of the floor in shower rooms.

Make some provision—by means of a step or otherwise—for little tots to reach the drinking fountain without climbing or being lifted up.

Never leave manholes open and unprotected.

Check playground surface regularly and repair or eliminate ruts, cracks or projecting stones.

Provide soft landing pits for jumping and under certain types of apparatus.

Keep all sharp tools out of reach when not in use.

### CONSTANT SUPERVISION NECESSARY

Important as it is to have rules and to instruct children and others concerning them, constant vigilance is needed in order to assure safety on the playground. An occasional check-up of the various parts of the ground helps to secure adherence to the rules and to prevent bicycle riding, unnecessarily rough play and the bringing of dogs to the playground. Infractions of rules must be noted and, if repeated, disciplinary measures must be taken. Safety talks, posters and instructions are valuable. Cooperation of team captains, older boys and girls and junior leaders is perhaps the most effective aid a playground director has in avoiding accidents. The making of safety posters, special safety contests and campaigns and the playing of safety games are all factors which contribute to a safe playground. A discussion of the organization and functions of junior safety patrols is found in Chapter IX.

### WHEN PLAYGROUND ACCIDENTS OCCUR

No matter how carefully they are guarded against, occasional accidents are bound to occur. Playground workers must be prepared to act promptly and efficiently whenever there is an accident on the playground. Three factors are essential to such action:

1. A first aid kit, easily accessible and adequate for ordinary purposes.
2. At least an elementary knowledge of first aid methods.
3. Definite understanding as to the procedure to be followed in the case of serious accidents.

### FIRST AID KIT

Each playground should have on hand at all times a first aid kit containing the supplies essential to the proper treatment of minor injuries. It is important that this kit be easily accessible so it may be

used without delay. Supplies should be replenished at frequent intervals so the needed materials will always be available. First aid supplies such as scissors, adhesive tape and bandage should never be taken from the kit for other use and no other supplies should be put into the kit.

Each playground in one city has a kit consisting of a small white enameled wood cabinet with two glass shelves and transparent glass doors containing the following supplies:

Enamel cup	Aromatic spirits of ammonia
Enamel basin	Boric acid powder
Mercurochrome	Adhesive tape
Zonite	Tweezers and scissors
Sterile cotton	First aid manual
Gauze	

A metal first aid box, if properly cared for, will generally prove satisfactory. Additional supplies often included in the kit are safety pins, iodine, eye dropper, zinc oxide, sling, unguentine, gauze, bandages of various sizes, applicators, splints and tourniquets.

#### FIRST AID TREATMENT

A knowledge of first aid methods should be a requisite for service as a playground leader. When minor accidents occur the danger of infection is reduced or eliminated by prompt and careful treatment. Boils, burns and other ailments not caused on the playground should never be treated by playground workers. In the case of serious accidents, proper and immediate action by the playground worker may be an important factor in the recovery of the patient. The necessity of determining when treatment by a physician is required is a part of the playground worker's responsibility. In minor cases, when uncertain as to the treatment, a worker should refer to the first aid instructions.

The most common types of injury occurring on a playground are cuts and scratches, bruises, contusions, burns, sprains, foreign bodies in the eye, sunstroke, nosebleed, dislocations, fainting and simple and compound fractures. In case of fractures or severe cuts, and often when contusions or dislocations occur, the services of a physician are imperative. Many of the other injuries can be treated on the playground, but when the case seems to require additional attention it should be arranged for by the playground worker. First aid treatment is sometimes that treatment which will make the person comfortable until expert help is obtained.

Rules for first aid treatment similar to the following have been issued to playground workers in many cities.

*Sprains—Injuries to Joints:* Absolute rest of the member is essential. Elevate the joint when possible and apply heat or cold by means of cloths wrung out in very hot or cold water. Putting the sprained joint under a cold or hot water faucet is excellent.

*Dislocations of Joints:* Symptom—deformity of the joint. Except in case of finger joints do not attempt to treat.

*Fractures—Broken Bone:* One may do great harm by moving a broken bone. The object of first aid in this case is to prevent further injury. Put the patient in a comfortable position. If it is evident that in order to do this the broken bone will be moved, it must be firmly supported on a splint or board, or with one hand at either side of the break, to keep it from bending at the break while the patient changes his position.

In case of a compound fracture take care not to touch the wound with fingers or anything else. If the bone has punctured the skin do not attempt to restore it to its place.

Warning: Never in any fracture attempt to transport a patient until the broken bone is firmly fixed in position, so that it cannot move.

*Burns:* Cover wound with picric acid gauze, unguentine or carron oil on gauze. Ordinary vaseline or olive oil will help. The main object is to exclude the air. Take care not to break any blisters that form.

*Fainting:* Place person who has fainted in a lying position with his head lower than the rest of his body so that the brain will receive an increased supply of blood. Loosen clothing; keep crowd away so that the patient will receive plenty of air; sprinkle the face and chest with cold water; rub limbs toward body. Put aromatic spirits of ammonia on cotton and hold to nose.

*Cuts and Scratches:* Wash your hands before attempting to treat the wound. Cleanse the wound with sterile gauze or cotton moistened with zonite or other disinfectant. Then apply iodine, mercurochrome or zinc ointment. If cut is deep it may be necessary to apply sterile gauze and use pressure to stop the bleeding. In case of extreme hemorrhage use of a tourniquet may be necessary. In bandaging a wound care must be taken that it is not put on too tightly as this will cut off the blood supply.

*Foreign Bodies in the Eye:* Close the eye and accumulated tears will often remove cause of trouble. Do not rub eye. If necessary, examine the eyeball and the inner side of upper and lower lids in order to locate the particle. A smooth match or other utensil may be used to turn the upper lid over. A particle is removed by touching it with point of wet paper or a clean handkerchief or it may be drawn out with a medicine dropper. Great care should be used not to injure the eye.

In case of injury to the eye, cover both eyes with gauze or cotton soaked in boric acid solution and keep moist until the arrival of a physician.

*Sunstroke:* Place patient in the shade and apply continuously ice or cold water to the entire surface of the body. Place an ice pack about the head.

*Nosebleed:* Place patient in chair with his head hanging backward and loosen clothing. Put a roll of paper under the upper lip between it and the gums. If bleeding still continues place a piece of cotton or gauze in the nostril from which the blood comes and press it in gently for about an inch.

## PROCEDURE IN CASE OF SERIOUS ACCIDENTS

Serious playground accidents are fortunately rare, but this fact is an added reason why it is essential that there be a definite understanding on the part of the playground director or leader as to exactly what procedure should be followed. Otherwise, in the excitement resulting from the accident the leader is likely to be at a loss as to how to proceed. If there is more than one leader present a difference of opinion as to what should be done may arise and valuable time be lost. Unless precise instructions have been offered, the right procedure is not likely to be followed.

Certain steps necessary or desirable in the case of a serious accident are listed in the order in which they should usually be taken.

1. The patient should be made as comfortable as possible.
2. Medical assistance should be summoned immediately.
3. The patient's parents or family should be notified.
4. First aid should be applied if necessary or advisable.
5. The department office should be notified by telephone.
6. The other children should be encouraged to continue with their play activities.
7. A written detailed report of the accident should be submitted to the central office at once. Special blanks are generally provided for this purpose.
8. Visits should be made by the playground director to the home of the injured child to build up a friendly spirit and to prevent ill feeling or misunderstanding on the part of the parents.

Local practices differ as to the specific method of procedure in the case of serious accidents, especially with reference to the calling of medical assistance. In a few cities a doctor is called and the playground authorities meet the expense of a single visit in such cases. It is generally agreed, however, that the playground authorities should not assume the responsibility for summoning a private physician, since doing so places them under obligation to pay the bills for his service. In most cities it is understood that the department will not pay such bills.

To delay calling a doctor until the parent has been reached by telephone or messenger, however, may prove serious and should be avoided. Therefore in most cities playground workers are instructed to telephone immediately to the city hospital or to summon the police ambulance or city physician. In case of a large city, workers are to call for medical help from the center nearest the playground. The name and telephone number of the hospital or physician to be called should be posted in a conspicuous place near the telephone. In case the playground does not have a telephone definite arrangements should be made for the use of a nearby private telephone in case of emergency, preferably in a store because it is likely to be open whenever the

playground is in use. In reporting an accident to the hospital or physician, its nature and seriousness should be indicated. In critical cases a playground director may be justified in hailing a passing automobile and having the injured person taken immediately to the hospital. Ordinarily such action should not be taken.

Various methods are used for notifying the parents or family of the injured person. The quickest way is to telephone, but often it is impossible to reach the parent in this way. In such cases a note should be sent by a trustworthy messenger, preferably an older boy or girl who is acquainted with the family. It is seldom advisable for a playground leader to leave the grounds in order to notify the parents, even though there are two workers on the playground, because the director will be occupied for some time in handling the accident case and the other leader should devote his time to conducting activities which otherwise would be discontinued as a result of the accident. In one city when the police ambulance is summoned to the playground it is accompanied by a police car. While the injured person is being taken to the hospital the police car calls at the home and takes the parent directly to the hospital. Such an arrangement relieves the playground worker of responsibility for notifying the parent, and the latter's good will is secured through the provision of prompt transportation to the hospital.

If possible, the injured child should be removed to the playground office or some other quiet cool place with plenty of fresh air, and away from the gaze of the other children who should be encouraged to continue their play activities. The name and address of the injured person should be learned at once. It is advisable as soon as possible to secure a detailed account of the accident from several witnesses because it is difficult to secure accurate and unbiased evidence later on. In some cities workers are instructed to obtain written, signed statements from eye witnesses. Such procedure is perhaps advisable in states where the courts have ruled that playground authorities may be held liable for damages in case of accidents.

In one city playground workers are instructed to give no information concerning playground accidents except to the corporation counsel or the playground department authorities. It is wise to have a ruling that all inquiries concerning accidents be referred to the central office.

#### REPORTING PLAYGROUND ACCIDENTS

As a rule, only cases requiring medical attention need to be reported on the special accident report form which has been prepared for use on the playgrounds in many cities. In one city all head injuries are also so reported. The accident report should be submitted on the day the accident occurs. There is often a place on the weekly playground report blank for indicating the number of minor (unre-

ported) and major (previously reported) accidents occurring on the playground during the week.

The following accident report form used on the municipal playgrounds in Los Angeles provides the essential features of such a form.

ACCIDENT REPORT  
*Department of Playground & Recreation*  
*City of Los Angeles*

Name of Injured Person.....

Address..... Phone.....

Sex..... Age.....

Date and Hour of Accident.. ..

State Exact Nature of Injury .....

.....

State in Detail How Accident Occurred.....

.....

.....

Give Name and Address of Physician or Hospital Used.....

.....

What Was Done with Injured Person and by Whose Orders?.....

.....

Did a Director Witness Accident?.....

If Not, Where Were Directors When Accident Occurred?.....

.....

Give Names and Addresses of Three Witnesses of Accident.....

.....

.....

.....

Give your opinion as to cause of accident, whether carelessness of injured, carelessness of another, defective apparatus, violating safety rules, etc.

.....

.....

Miscellaneous .....

.....

This report must be sent to office within 24 hours after accident

Signed .....

Title .....

Playground .....

### LEADER'S LIABILITY IN CASE OF PLAYGROUND ACCIDENTS

It is a widely accepted principle that neither a municipality or a private organization conducting a playground, nor the individual in charge of it is liable for damages in case of an accident occurring to a person using the playground, unless negligence can be proved or it can be shown that apparatus was known to be defective. Therefore if playground authorities and leaders take reasonable precautions to assure safe conditions and regularly inspect playground apparatus and facilities, immediately removing from use anything found to be defective or dangerous, it is practically certain that they will be protected from liability in case of accidents. In case negligence can be proved, however, there is no uniformity in the decisions of the courts in different states with reference to the liability of workers or managing authorities. Because of this it should be a matter of concern to any group administering playgrounds not only to take every precaution against the occurrence of accidents but also to ascertain the extent of and conditions under which they might be held liable in case of an accident. Playground authorities should instruct their workers as to the extent of the latter's personal liability in case of accidents occurring on a playground on which they are serving.

The question of liability in case of accidents to playground workers is discussed in Chapter XVIII.

### HEALTH AND SANITATION

The health and physical welfare as well as the safety of the children using the playground are of concern to the playground leader, and the properly conducted playground contributes to the health of the persons attending it. The peculiar service which the playground can render in this respect has been pointed out by many outstanding medical authorities.

#### PROPER CARE OF GROUNDS AND FACILITIES

In order that the child may gain health values from playground activities, certain steps must be taken to assure a sanitary condition of the grounds and facilities. Otherwise the playground may actually prove a menace to the health of the children who attend it. The following rules are helpful in attaining this end. Unfortunately they are not always observed or enforced by playground authorities or workers.

1. Place metal receptacles for refuse where needed—especially where lunches are eaten.
2. Maintain the playground surface so dust and dirt will not be blown about by the wind.



3. Keep water in the wading pool clean through frequent emptying of the pool, occasional tests for bacteria, and the adding of a disinfectant if found necessary.
4. Install drinking fountains of the sanitary type only.
5. Inspect lavatories frequently and keep them in sanitary condition.
6. Secure the maximum of ventilation in lockers, toilets and assembly rooms.
7. Keep blocks, toys and other articles used by the children clean by washing and disinfecting them occasionally.
8. The same towel should not be used by more than one person.
9. Do not permit promiscuous use of such musical instruments as the harmonica, bugle or fife.
10. Maintain grounds and equipment in the cleanest possible condition at all times; if necessary, by organization of junior sanitary squads.

#### PERSONAL HYGIENE

Playground leaders can do much to encourage children to be clean and neat by setting an example of cleanliness and neatness. Although there are few playgrounds in which there is or should be daily personal inspection, the leaders have many opportunities to encourage personal cleanliness on the part of the children. The use of certain game materials which can be soiled easily may be denied children with dirty hands until they have washed them. Children who are obviously unclean or who have skin eruptions should not be permitted to enter the wading pool. Children with infections or contagious diseases should of course be excluded from the playground and the cases reported. In one city playground workers are instructed to report to the director of recreation the name, address, school attended and last semester grade "of any child who shows evidence of what might be a contagious skin disease (for example, ring worm), infections of ear, nose and throat, rashes which might be indicative of a contagious disease such as measles or scarlet fever."

The Health Department of another city each day sends to the superintendent of recreation a post card notice of children with contagious diseases. These names are posted on the playground bulletin board in case there prove to be parents so forgetful of their citizenship responsibilities as to allow these children to come to the playgrounds. Playground children should be assured the fullest possible protection against disease. In case a leader observes that a child is not securing needed medical attention, as a protection to the other children and also for the child's welfare he should report the matter either to the department office or to the city Health Department.

#### PARTICIPATION IN ACTIVITIES

Another way in which playground leaders may safeguard the health of children is by not permitting them to play vigorous games too

long at a time. Games such as basketball and soccer should be played with short quarters and with ample rest periods in between. Strenuous games should be avoided when it is extremely hot and immediately following mealtime. The use of showers must also be carefully supervised as children often tend to stay under them too long. Some leaders believe it advisable to permit no child to participate as a member of a league team in a vigorous sport until the child has had a physical examination indicating he is in fit condition to play. Wherever it is possible to arrange for this, the playground authorities have the assurance that they are not encouraging unwise participation in a sport. Other cities, especially where summer playgrounds are administered by school authorities, might consider following the practice in Albany, New York, where the director of each playground prepares a list of the names, addresses, grades and schools attended by all children who are to represent the playground in a regular league activity. Before the first contest takes place this list is checked with the school health or medical records. This protects the children from competing in activities for which they are not suited. There are administrative difficulties involved in such an arrangement, however, which would make it impractical in many cities.

#### HEALTH EDUCATION

There are only a few cities in which health instruction is a definite feature of the playground program. During the years immediately following the World War great emphasis was laid by health authorities upon the use of games, jingles, and stunts as aids in the teaching of health. Such activities were often introduced into the playground program with the idea of accomplishing the double purpose of teaching health while playing. The value of such methods is seriously questioned at the present time by many national health authorities, one of whom recently stated, "I doubt very much the efficacy of using health plays and so-called 'health games' as a method of teaching health habits. Games should be played for the sake of the joy that is in them. I doubt if the tying up of a health idea with the game adds any value either to the game or to the health consciousness of children. More and more people interested in guiding health habits of children are dealing directly with health matters." Therefore, although playground leaders should do all in their power to safeguard the health of the children coming to the playgrounds, it is only under unusual circumstances that health instruction should be considered a part of their responsibility. It is suggested that activities in the field of health should be undertaken only with the approval of the city health authorities.

## CHAPTER XXV

### PROBLEMS OF CONDUCT

The playground should be a place where all are permitted the greatest possible freedom in the use of facilities and in the choice of activities, provided such freedom does not interfere with the best interests of the entire group using it. Discipline is essential on the playground, but the need for enforcing it is least evident when there is the greatest amount of interesting activity. Among children who attend the playground regularly it is seldom necessary to do more than call attention to their misconduct or disregard for rules. Occasionally they must be denied privileges of using certain facilities or taking part in an activity, but disciplinary cases requiring severe penalties are unusual. On the other hand, it must be recognized that occasionally, especially in certain neighborhoods of large cities, rowdies come to the playground to disrupt the program and to destroy property. In such cases exceptional tact and firmness are necessary on the part of the director if trouble is to be averted.

Many of the difficulties which arise on the playground result from growing boys' love of mischief, the essential element of which, according to Joseph Lee, is the search for reality. "The reason a boy wants to turn on the water, to play with matches, to experiment with firecrackers, guns, horses, sailboats, automobiles—the reason why in everything that he selects to do he seems to show such unerring instinct for precisely the most troublesome, noisy, and generally objectionable thing within his restricted range of choice—is simply because it is the noisy and troublesome things that have the most life in them. The boy is out for big game; it is the thing with the most reality in it that best satisfies his need."<sup>1</sup>

Because the successful playground leader appreciates the point of view of the child as outlined by Mr. Lee and has not forgotten his own childhood, he approves the sentiment in the following lines:

"Show me the boy who never broke  
A pane of window glass,  
Who never disobeyed the sign  
That says: 'Keep off the grass';  
Who never did a thousand things  
That grieve us sore to tell,  
And I'll show you a little boy  
Who must be far from well."<sup>2</sup>

<sup>1</sup> Joseph Lee. *Play and Playgrounds*. New York: National Recreation Association. 1908.

<sup>2</sup> *Public School Messenger*. Department of Instruction. St. Louis Public Schools. 1930.

The playground worker who understands child nature and who gives the children a sense of reality in the program is not likely to have great difficulty in handling them. The leader who is calm and avoids any suggestion that he is expecting trouble is not likely to have it; on the other hand, the irritable leader who is constantly threatening the children if they do wrong is a continuous challenge to them. They love to play a prank on the latter, not only because they enjoy getting a "rise" out of him but also to see whether he will carry out his threats. The understanding leader, however, does not give the children any such incentive. At the same time children appreciate the fairness of merited punishment and lose their respect for a leader who overlooks flagrant or malicious misconduct.

It must be recognized, however, that occasionally the conduct of an individual child on the playground presents a special problem to the director. For example, a child may fly into a tantrum at the slightest provocation, may deliberately destroy equipment, repeatedly break certain playground rules or attempt to disrupt activities if he is not given a desired place in the team or group. Often such conduct is due to unfortunate home conditions, early training or some other factor. If the director is unable to find a method of dealing successfully with such problem children, he should consult his supervisor, who may call upon the city or school psychiatrist for advice in extreme cases. The cooperation of the parents is usually necessary to a successful solution of the problem.

### A FEW SUGGESTIONS

To assure proper conduct on the playground:

1. Provide a varied program appealing to all who attend the playground. Few boys or girls get into serious mischief while taking part in a game or other play activity. Lack of variety in many playground programs is responsible for many actions which result in the need for punishment.

2. Have a few concise rules, conspicuously posted, and enforce them. It is especially important that this be done the first few days of the playground season. If the right pattern or standard of conduct is established at the start little difficulty will be experienced later. On the other hand, if children or older people are allowed to get out of hand it is difficult to restrain them later on.

3. Make frequent tours of the playground. Often incipient trouble may be nipped in the bud by a leader who is alert and who keeps informed as to what is going on in various parts of the playground.

4. Foster a spirit of self-government by giving children a share in the making of rules on the playground. Children are more ready to obey rules, and to insist on obedience by others, if they themselves

have helped make the rules. Encourage them to feel it is their playground. Junior police and safety squads, if wisely administered, are also helpful.

5. Always maintain a spirit of fairness and justice in dealing with playground patrons. Their respect is one of the playground leader's greatest assets. To be strict with one child and lenient with another, or to enforce a rule one day and ignore it the next, lessens respect for both rules and leader.

6. In case it is necessary to discipline a person be sure to learn all the facts before dealing out the punishment; otherwise the punishment may be unfair and result in a feeling of resentment toward the leader. If the facts are determined before imposing the penalty the danger of impetuous and unwise action will be eliminated. "Put yourself in the other person's position."

7. Corporal punishment and the handling of patrons in an unnecessarily rough manner should not be permitted. Occasionally it may be necessary to use force in securing obedience but this should be resorted to only as a final measure. Playground directors in some cities, especially in park systems, are sworn in as special policemen with full police powers. In large areas having considerable adult patronage, or at playgrounds in sections where the problem of discipline is especially difficult, such an arrangement may be helpful.

8. Enforce your rulings and make no threats or promises that are not carried out. Continual chiding impairs the play spirit. Repeated warnings which are not followed by action weaken the position of the leader. Do not threaten to inflict some penalty which you—and the child—know will not be carried out. Do not make promises which you do not intend to fulfill.

9. Remember that the child should be disciplined, not to "get even" with him for his unsocial act, but to teach him that he must not act in a way which is not to the best interest of the entire group. The method by which the penalty is inflicted and the child's understanding of the reason for it are factors which may determine whether the offense will be repeated.

10. A whistle, discreetly used, is a great aid in maintaining discipline. No child likes to have his name shouted across the playground accompanied by an admonition to stop what he is doing. Leaders should not "yell" at a child or patron. The advantage of using the whistle is that the person who is misbehaving is called to task without having the whole playground know it. Incidentally, if there are others who are breaking a rule at the same time, they may believe the whistle has been blown for their benefit.

11. Do not neglect the majority of children who obey the rules in order to humor or give special attention to the unruly child or bully. The leader should try and encourage the latter to conform to the rules

and fit into the playground program, but if special consideration and prestige are given him a premium is placed on disobedience and misconduct.

12. Sometimes it is wiser to allow children to settle minor disputes among themselves. Merely to stop the dispute is likely to mean that it will be continued either on the playground or outside.

13. "Keep your hands off children, either in anger or affection." More than one playground worker has gotten into serious difficulty because he has used force in dealing with children. Only in the most exceptional situations should it be resorted to.

### PENALTIES

It is obvious that the penalty should vary with the nature and seriousness of the offense. The precise method of procedure in case of specific misconduct and the penalty which should be inflicted cannot be determined for all situations. There is considerable difference of opinion on this subject among playground leaders and local situations must be taken into consideration. This is especially true in handling such problems as smoking and swearing. Whenever possible it is advisable to link up the punishment with the offense, especially in dealing with children. Repeated misuse of playground apparatus, for example, may well be followed by forbidding the child to use the apparatus for a period. Defacement of and damage to property are often effectively discouraged by insisting that the offender repair or replace the damaged property. Baseballs or other game supplies which have been stolen often find their way back to the playground when it is announced that due to the misconduct of some boy or girl it will not be possible to play the particular game for a number of days.

Suspension or expulsion from the playground should be used as a means of correction only after other methods have failed. As a rule, in the case of a minor offense a warning should be given and a penalty imposed only after a repetition of the offense. When a child is expelled from the playground the leader's influence over him is likely to be lost, and he may get into more serious difficulty. With a careful study of the case and a different form of punishment he might remain under the influence and control of the playground leader. For this reason suspensions should be brief—otherwise the person is unlikely to return.

The most serious problems of discipline usually arise with groups of older boys, who are often under the influence of one or more leaders of the show-off or bully type. If these boys can be kept busy with strenuous games such as baseball, handball, basketball or touch football, they are likely to give little trouble. It is sometimes necessary to discipline certain individuals who persist in disobeying the rules,

and suspension from the playground is a most effective method, especially if the boy is told that the probation officer and police in the neighborhood have been notified. Where the playground leader has been able to hold the other members of the group through a program which appeals to them, the one or two unruly members are likely to beg permission to return.

If, because of the seriousness of the offense, it is necessary to suspend a person for more than two or three days, it is wise to require him to call at the central office of the department or, in the case of a large city, to talk with the district supervisor in order to secure permission to return. In one city a person may not be suspended for more than a week without the approval of the supervisor.

Close cooperation between the playground leaders and the policemen assigned to the neighborhood helps in reducing the problem of discipline on the playground. However, in rare cases the protection of children using the playground or of playground property necessitates the arrest of one or more individuals. If this is necessary the central office should be notified at once.

## CHAPTER XXVI

### PLAYGROUND AWARDS

The history of athletic sports indicates that from the earliest times prizes have been awarded to winners of athletic contests. In view of the important part which athletics played in early playground programs it is not surprising to find that awards have exerted considerable influence upon participation in many playground activities. A study of playground athletic administration conducted in 1914 revealed that 113 out of the 127 playground authorities cooperating in the study reported that prizes were offered for competition to playground children.<sup>1</sup> Only 14 stated that no prizes were given on their playgrounds.

Although the word "prize" has largely been replaced by the term "award" as a means of indicating special recognition for achievements on the playground, it is probable that awards in some tangible form are as commonly offered today as they were in 1914. During the past few years, however, due in part to reductions in playground budgets, there has been a tendency to reduce the number and value of playground awards. The following recent statement by a recreation executive reports a similar experience to that which has been observed in many cities.

"The experiment tried out this summer for the first time of not giving awards for every activity, worked out successfully. We followed the principle that children play for play's sake and not to win an award. This was demonstrated at the annual lantern parade. In former years we gave ribbon awards. This season, with those prizes eliminated, as many children with as many lanterns took part. The same thing was true of participation in the annual track meet when, instead of the usual playground equipment, only a felt banner was awarded to the winner."

In view of the widespread—though perhaps decreasing—use of awards, it is important that playground leaders consider a number of problems relating to them.

#### WHY AWARDS?

The use of artificial rewards for the purpose of creating interest has been condemned as unwise educational procedure. Playground

<sup>1</sup> Oliver S. Ellis. *Playground Athletic Administration*. Springfield, Massachusetts: International Y.M.C.A. College. 1914.



leaders should make sure that the right significance is attached to the awards and that they do not defeat their own purpose. If the award is artificial its advantage is likely to be momentary. "A child who is 'good' because he has his eye on the candy, will not necessarily be 'good' when there is no candy to give him."

A few of the reasons advocated for the use of awards are : (1) they provide something tangible as an evidence of achievement; (2) they afford incentives to the attaining of desirable standards; (3) when progressive, they encourage perseverance; (4) children are accustomed to their use by schools, scouts, Sunday schools and other agencies; (5) they may be the means of bringing children under the influence of the playground who otherwise would not be attracted to it; (6) they may be the means of starting a life-long interest in an activity in which the child formerly had no interest.

The minority who are opposed to the use of awards claim that they tend to develop selfishness, supersede the real values of participation, focus attention on the award rather than on the inherent satisfaction in play itself, appeal primarily to children who need them least, cause loss of interest in an activity when the award is attained or withdrawn or when a child fails to win, and produce other undesirable results.

In seeking the answer to the question "Why Awards?" one is confronted with another: "Why do people want and strive for awards?" In a majority of cases people seek and value awards because they have a craving for recognition. They want some evidence of approval by their leaders or by members of their own group. It is not necessary that this recognition take the form of a medal or badge; often a less tangible award, such as a word of commendation by the playground leader, appointment to a position of responsibility on a team or in a group, or an opportunity to help in some special way brings even greater satisfaction to the individual. One of the reasons why there seems to be such a demand for artificial awards on some playgrounds is that the leaders fail to understand the value of other forms of recognition and therefore do not utilize them.

The probability that the child will gain a false idea as to the purpose of awards where their significance is not properly interpreted and where valuable or merchandise prizes are given, is illustrated by the statements of several playground children in a midwestern city. The children had been asked to write letters on the subject, "Why I Like Playgrounds." The following are quotations from a few of the letters, at least one-third of which showed plainly that prizes loomed large in the mind of the child:

"It is fun also if you win a prize. . . . If the prize is money, you can go to the show and buy gum and put some in the bank at school."

"I like the playground because it teaches children to play all kinds

of games and you can win prizes and sometimes they are worth winning!"

"It is fun to be in a contest and win a good useful prize. . . . They always give away good prizes."

How can good citizenship and sportsmanship and wholesome play habits be developed on the playground when children are permitted to feel that prizes are of paramount importance? Unless awards can be used intelligently it is better they be entirely eliminated.

As in other phases of playground leadership involving human relationships, such as discipline and junior organization, the personality of the individual playground leader plays an important part. The spirit with which a system of awards is interpreted and administered may determine its effect upon the children to a greater degree than the particular policy relating to awards that is adopted. Any use of awards which places the emphasis upon the award itself rather than upon the activity is to be condemned on the playground. How can the playground leader utilize the advantages offered by the use of awards and at the same time avoid any unfortunate results? A consideration of some of the principles and practices followed by experienced playground leaders will afford a helpful basis for approaching the problem.

#### AWARDS—TO WHOM?

Recipients of playground awards may be classified in three groups: (1) individuals, (2) teams, (3) playgrounds. It is probable that in a majority of cities some types of awards are given to individual children. Less frequently, perhaps, are they given to adults. Often special recognition is given to individual members of winning playground teams, although it is perhaps more common to make the award to the team as a unit. Many team trophies are retained by the Playground Department but are assigned to the winning team for the year or season following the making of the award. Playgrounds rather than individuals or teams are awarded the trophies in several cities. Under such an arrangement children work for the glory of their playground rather than to be rewarded for individual achievement. In several cities two or three types of recognition are given. In such cases team victories may count toward awards for the individual members and for the playground represented, as well as bringing honors to the team.

#### KINDS OF AWARDS

Many thoughtful leaders believe that the kind of award given is exceedingly important in its bearing upon the attitude of the recipient. Awards should in general be simple, inexpensive and significant. Often it is advisable that they be immediate or progressive. They should be

adapted to the age of the individual receiving them. For example, for young children they should be tangible and should be made while the achievement is fresh in the child's mind. In the case of young people and adults they do not need to be tangible and they do not lose their significance if the presentation is not immediate.

The study of playground athletic administration referred to at the beginning of this chapter listed the types of prizes reported in 1914. It was not clearly indicated in all cases whether they were granted to individuals or teams, but the following summary is approximately correct:

<i>Type of Award</i>	<i>No. Times Reported</i>
Ribbons, medals, buttons or emblems (to individuals) . .	196
Banners, cups or framed pictures (to teams) . . . . .	40
Merchandise . . . . .	34
Money . . . . .	2

In 1925 recreation executives throughout the United States were asked to express their opinion on the following statement: "I believe that the giving of cash or merchandise prizes for the promotion of play and recreation activities should be discouraged." Of the executives replying, 100 voted "yes," 3 voted "no" and 8 voted in favor of merchandise prizes only. Several replies were qualified by statements indicating exceptions to or deviations from the general rule. Nevertheless, the vote indicated the consensus of opinion to be clearly in favor of eliminating both cash and merchandise awards on the playground. It further indicated a definite and commendable trend since 1914, when the granting of merchandise prizes was practiced in a considerable number of cities.

The most common forms of recognition given for individual achievement, participation or service on the playground are certificates, ribbons, badges, buttons or felt emblems. The listing of boys' and girls' names on the playground bulletin board or in the local newspaper is considered a suitable form of recognition in several cities. The badge or certificate is a widely-used form of award for passing tests of physical efficiency or achievement. The emblem or playground letter for use on sweaters, blouses or bathing suits is also widely used. Ribbons and certificates are inexpensive awards commonly given to the winners of feature playground events. In some cities special service or regular attendance at the playground is a basis for membership in a Knot Hole Club which entitles the boys to free admission at baseball games of local professional or college teams. The use of more expensive medals or other insignia is usually restricted to those who have given conspicuous service over a period of years or for some outstanding achievement on the playground.

Team emblems take the form of banners, trophies, team photographs or cups for the team or certificates or insignia for the team members. All such awards should be used sparingly, and where expensive team trophies are used they should not be given permanently to the winning teams but should be awarded for the year or season only. Sometimes a banquet is arranged for all the teams in a given sport at the end of the season and the place of honor or some special recognition is given the winning team.

The type of award for the playground winning a city-wide contest is often a playground flag. Occasionally it is the place of honor in a parade or at some other public occasion. Playgrounds winning in special events are sometimes given the privilege of naming their representatives to a post of honor such as editor-in-chief of a playground paper, or chief of a safety patrol organization. Often awards are granted to playgrounds for a limited period only in order that interest in the contests may be maintained and other playgrounds may have a chance to win them. In one city a local newspaper gave pieces of playground apparatus to the three playgrounds winning the highest number of points in a summer contest.

#### BASES FOR MAKING AWARDS

Special recognition given the individual on the playground is generally based on one or more of the following:

1. Winning an individual event such as a marble contest, running race, handcraft competition or baseball-throwing competition.
2. Meeting the requirements of a standard such as athletic badge tests, swimming tests or model aircraft construction and flying events.
3. Giving a specified period of playground service as, for example, a junior leader or member of a safety squad.
4. Participation in a specified number of playground events and activities.
5. Attaining a specified number of points for playground performance such as "making" playground teams and winning places in various competitive events.
6. Conduct or sportsmanship on the playground.
7. A combination of two or more of the above.

The practice of giving awards to boys and girls winning competitive events is too common to need much comment. In the case of such events on the individual playground awards should be simple and inexpensive, such as a ribbon or certificate. Contestants or participants should be divided into several classes such as age, weight or ability, according to the nature of the particular event, in order to provide a fair basis of competition and to give many children the satisfaction of winning. Awards are generally given for first, second and third places. Since the winning of inter-playground or city-wide

honors in an event is a higher achievement, there is perhaps justification for giving a more distinctive award such as an appropriate emblem or medal. In considering awards made on this basis it is well to recall the importance of carrying on many intra-playground and inter-playground activities in which cooperation rather than competition is emphasized and the question of awards is eliminated.

The badge, certificate or other award for meeting a standard of accomplishment differs from the one offered for winning in that each boy or girl who attains the standard receives the award. It is a token of definite achievement, but competition is against a standard rather than against other individuals. A common characteristic of such standards is that they provide a series of progressive tests. The national athletic badge tests, swimming badge tests, the Red Cross life-saving tests and the physical achievement standards for boys and for girls are typical. The graded athletic efficiency tests devised in several cities or the "Achievement Requirement in Fine Arts" for which certificates are given by the Playground Athletic League in Baltimore are other examples. Sometimes children pay for their own badges, emblems or certificates, but they are often purchased from playground funds. This particular basis for making an award is perhaps less open to question than any other.

Recognition for service on the playground is often given to all children who give a specified number of hours of service as members of safety or clean-up squads, junior leaders or committee members. The award may take the form of insignia descriptive of the service rendered, a certificate or promotion to a position of responsibility or honor in a junior organization. Such an award should be limited to persons who have rendered genuine service and should not be given for occasional or perfunctory assistance to the playground workers. This type of award calls for unbiased judgment and understanding on the part of the workers, because of the possibility that the children will be bribed by the award to render service, and secondly because the personal element is a factor in determining whether or not the award should be given.

Awards for conduct or sportsmanship are perhaps less common than the other types, although a satisfactory record in both is sometimes required in order to qualify for certain honors, especially under the honor point system. It is questionable whether such items as "home duties done faithfully" or "good behavior all week" should be a factor in the granting of awards. On a few playgrounds special conduct or sportsmanship awards are made to boys and girls in recognition of good sportsmanship and proper playground spirit. One executive reported that the character medal awarded annually to a boy and girl on each playground for conduct, attendance and leadership is considered the highest honor to be won on the playgrounds.

The other bases for making awards, namely, for participating in a specified number of playground activities or for winning a certain number of playground points in competitive events are practically always associated with playground honor or merit point systems and will be discussed later in this chapter.

### CONTROL OVER USE OF AWARDS

Because of the influence which awards may exert upon the attitude of children and adults toward playground activities, it is important that their use be subject to the control of the executive in charge of the playground system. This policy is widely practiced with reference to inter-playground projects and regularly scheduled events on the playground program. In some cities, however, individual playground directors are permitted to conduct special holiday programs or to arrange occasions when special prizes are offered, frequently donated by local merchants or neighborhood organizations. Most playground executives believe that this practice is inadvisable and such donations or solicitation of prizes should be forbidden. In one city the rule that all prizes and medals for individuals and teams must receive the sanction of the superintendent also applies to the awarding of ice cream cones and "bean feeds." Any policy relating to awards should of course apply to all of the playgrounds under a department. In many cities ribbons, certificates and other awards are available to playground leaders on requisition.

As in other phases of playground administration, it is advisable for the executive to secure the cooperation of his staff in formulating methods and policies. Since the operation of any system of awards, and especially of honor point systems, is largely dependent upon the cooperation of playground directors for its success, there is much to be gained by consulting them before any such system is adopted.

A few general principles which may be followed in preparing a plan of awards are:

1. They should be inexpensive and have little intrinsic value. Playground authorities are not justified in spending large amounts for awards to a few children. Furthermore, if the award has high intrinsic value it is likely to be considered by the recipient in terms of its cost. He may even sell it, thereby indicating how little he appreciates the award.
2. They should be significant. An athletic badge which depicts athletic activity is an example of a suitable award. Often significance can be achieved by having the name and place of the event for which the award is given printed on a ribbon or, in the case of a team, on a banner.
3. They should be based on unusual achievement or excellence. If they are distributed indiscriminately their value is largely lost; on the other

hand, if they are difficult to attain their value is enhanced. Chance or circumstance should be eliminated as requirements for the awards. For example, in a doll show awards should be primarily for effort or ability displayed by the children participating.

4. They should prove an incentive for progressive effort which will lead on to higher achievement. Graded ratings for members of model airplane clubs, varied classifications based on ability in water sports and progressive athletic standard certificates or emblems are examples of such awards.
5. As previously implied, they should provide opportunities for competing against one's own record as well as for competition with others.
6. They should be subject to adaptation so that if changing conditions made it necessary or desirable to revise them, this can be done without disrupting the plan.
7. They should encourage the fourth, fifth and sixth place winners in addition to recognizing the winners of the first places.

### MAKING THE AWARDS

Awards to young children, it has been suggested, are likely to lose their significance unless they are given promptly. Therefore awards for winners at such events as a doll parade or pet show are more appreciated if made on the day of the event. There is little need for or value in making the presentation of such awards a formal occasion. Similarly, if the awards are given at an inter-playground track and field meet, the winners receive immediate recognition and both inconvenience and time are saved.

On the other hand, the presentation of awards given in recognition of outstanding achievement, unusual service or the attainment of a standard, affords opportunities for stressing the importance of sportsmanship, the values of participation in organized play and the service rendered by the playground. If the number to receive awards or the significance of the awards is of sufficient importance, the presentation may be made at a special time and place and the parents and friends of the recipients be invited to attend. Public officials or civic leaders may be asked to participate. Sometimes at the close of a season in a sport a banquet is held at which all players join in honoring the winning teams. It is important that the significance of the occasion is correctly interpreted and the winning of the awards not overemphasized. Presentations of this type are generally made at the close of the summer playground season or, in cities where playgrounds are conducted on a year-round basis, once or twice annually.

### MERIT POINT SYSTEMS

Playground authorities in many cities have adopted and are using merit or honor point systems under which points counting toward

an award are given for participation and/or achievement on the playground. In most of these cities boys and girls are given a certain number of points for each activity or event in which they take part and additional points for excelling in it. Additional points are sometimes given for attendance, service and sportsmanship. Often awards are graded and progressive so that after a certain period of effort a child may win a bronze badge, for example, later a silver badge, and finally a gold badge.

There is no standard form of playground honor point system, although the widespread use of such systems is indicated by the fact that 108 cities reported them in 1932.<sup>2</sup> Some systems are simple, involving only a few activities and a limited number of points; others are elaborate and involve considerable record keeping. Under some systems points are given entirely or largely for participation; in others the element of achievement or winning has a dominant place. Some provide that all boys and girls attaining a specified number of points shall receive an award; others afford honors only to a limited few attaining the highest number of points. In a few cities events are grouped under several headings and a child must secure a certain number of points under each heading in order to secure an award. In one or two cities he must "pass" in sportsmanship in order to qualify. Under a few systems points are deducted for specified unsportsmanlike conduct. Some include only individual activities; others allow points for membership on a team.

#### AIMS AND OBJECTIVES

The prevalent use of honor point systems indicates that many playground leaders believe they serve a useful purpose. This is especially true because the operation of the system involves considerable time and effort on the part of the workers for record keeping. Among the aims and objectives of a point system are:

1. To encourage boys and girls to take part in a variety of activities, and to develop an interest in the entire playground program.
2. To stimulate increased, regular attendance.
3. To make it possible for every boy and girl—even though physically handicapped—to attain some recognition.
4. To discourage overemphasis on a single type of activity.
5. To attempt to make attractive new or less popular features which may develop real interests in the children. It supplements but does not supplant the interest motive.
6. To encourage playground workers to conduct varied programs.
7. To encourage individuals to persist in efforts in spite of failures. Un-

<sup>2</sup> See *Playground Honor Point Systems*. New York: National Recreation Association. 1928.



like a game where loss is scored against a player, the point system scores only achievements.

8. To provide a basis for comparison and friendly rivalry between the playground leaders on the different playgrounds.

#### OBJECTIONS TO THEIR USE

The use of the honor point system is opposed by other leaders. Among the objections raised are the following:

1. "Play for play's sake" should be emphasized on the playground. Point systems tend to discourage this.
2. Participation may be prompted by the award rather than the joy of taking part in the activity.
3. Pressure may be brought to bear on the child to participate in certain projects when he prefers to play in other ways.
4. The satisfaction of winning is sufficient without giving added credit in the form of points.
5. Many activities are better conducted without the element of competition.
6. The time required to keep records of points is greater than the value of the system justifies.
7. In order to make a good showing at the department office playground directors are obliged to promote activities which are less desirable or valuable than others which they might better be carrying on.

#### EXPERIENCE IN THE USE OF POINT SYSTEMS

No honor or merit point system should be introduced on the playgrounds of a city except after careful observation, study and experimentation. Surely there are spontaneous play activities such as doll play, marbles, tag, rope jumping, baseball and many others which do not need points in order to make them attractive to boys and girls. Other activities lose much of their interest and appeal when organized under official rules on a competitive basis. On the other hand, the experience of the park playgrounds in Chicago, for example, has indicated that the existence of a point scoring system made it possible to popularize such features as puppet shows, model boat sailing contests and lantern parades which previously attracted only a few entries. More recently, however, "the drift is toward a restriction of the competitive motive to those things which are more in their nature dependent upon a combat form of organization, such as athletic and sports competitions and leaving events which have any art significance out of the competitive field entirely."<sup>3</sup>

In a southern city of 120,000 an individual merit point system was discontinued after being used on the playgrounds for three years. The

<sup>3</sup> V. K. Brown. "As to Competition." *Recreation*, June, 1932.

superintendent of recreation was asked several questions concerning the value of the system and the following quotations from his reply afford an interesting comment:

"Our purpose in starting the merit point system and giving awards was to create more interest in playground activities. However, we found after three seasons that it was no longer necessary to have an added inducement to get the children to take part in the program. At the beginning, in most cases, the points and the awards were the main aim in the children participating; however, this feeling soon gave way to the joy of playing the game. Therefore the system was discontinued because it had served its purpose.

"No doubt the child took part in some games for the points alone and not for fun or personal benefits. We feel that our point system did contribute to a better community spirit among the children; also by having them register on cards they felt that they were members of a playground with a definite aim. We probably had the wrong ratio of points given for winning and participating. I would increase the number of points for participants so that it would be possible for a child to win an award even though he or she did not win a single first place during the season. I would discontinue the demerit system because it is contrary to the ideal of the point system.

"The use of the system was justified to the extent that it did increase participation and interest at first and served not only to educate the children but the entire community to the value of recreation.

"We find (after discontinuing the system) that the participation has not decreased. There seems to be a better spirit and more joy coming out of participation. We changed from the merit point system run on a city-wide basis to a community program; that is, every playground has its neighborhood leagues, tournaments and contests in the activity in which it is most interested. The children now think of playing the game and not of the award that they would get under the point system."

#### SUGGESTIONS FOR A POINT SYSTEM

Where it is considered advisable to install a merit point system for individuals, the following suggestions may be helpful:

1. Give points for excellence and winning in certain activities and also for participation and effort.
2. Require children to take part in several types of activities in order to win awards, but allow ample room for individual choice.
3. Make awards progressive in character so children will be induced to strive for higher achievement.
4. Give no points for activities in which good sportsmanship is not displayed by the individual.
5. Even though special awards are given children securing the greatest number of points, assure an award to each child who earns a specified number of points.
6. Where advisable, classify the children or adults in order that there may be a fair basis for participation and winning.

7. Offer points for a variety of projects but do not give them for everything a child does on the playground.
8. Make the basis for award as concrete and objective as possible to encourage ease and fairness in determining points earned.
9. Requirements for awards should not be so easy as to enable children to receive them without effort nor so difficult that only a few children may attain them.
10. Be prepared to revise or discontinue your point system if conditions seem to call for such action.

#### ADMINISTERING THE POINT SYSTEM

In general, there are two methods of administering such a system of awards. Under the one which is perhaps more commonly used, a registration or record card is provided for each child taking part. On the card is entered the child's name, age, sex, address, playground and other desired data. If a classification system is used his rating under it for the year is indicated. The card also provides, often on the back, a list of the events for which points may be earned or a blank column for listing them. There are also columns for entering points for participation, points earned for winning contests or events, perhaps an additional column for points won in city-wide events and a column headed "Total Points." Whenever an event is conducted for which points are awarded, the card for each child participating or winning is marked with the points earned. This is done by the playground director or an assistant. Sometimes the cards are kept at the central office, in which case lists of children and the points earned by each are sent in periodically by the individual playground directors. When a child moves to another part of the city his card or credit is transferred to the new playground attended. At the close of the playground season or year, when awards are to be made, a totaling of the points on the individual cards indicates the persons who have earned awards of various grades. Where records are kept on the individual playgrounds, lists of persons to receive awards are submitted to the central office. It will be observed that this method involves considerable record keeping but if handled efficiently it is not unwieldy, in the opinion of many executives. Among its values are that it encourages registration and helps maintain close relationships between the playground workers and the individual children.

The other method less commonly used does not involve the keeping of individual records but is based on the use of certificates. Whenever an event is held which counts toward an award all children who take part or win receive a certificate. There may be several kinds of certificates of different values. When a person has received a specified number of certificates, he may turn them in and receive an award or a certificate of a higher order. Naturally the certificates must bear

the person's name in order to prevent their being passed on to another. This system puts the responsibility for keeping the record (in the form of certificates) upon the individual child rather than upon the playground director.

#### A PLAYGROUND POINT SYSTEM

The following system was worked out for use on the summer playgrounds in a western city. It is intended to appeal equally to boys and girls. More leeway is given to the director in judging the number of points earned than in some systems. Each boy and girl earning 500 points was entitled to receive an emblem at the end of the summer. Some workers would question the advisability of giving points for playground attendance. Even though this system is fairly simple its administration would require a great deal of the workers' time. The utmost impartiality would be needed in determining whether children deserved points for some of the items.

I Attendance		
1 hour in A.M. or P.M. equal to 1 point		
In one day a possible .....	2	points
Bringing others . . . . .as high as	10	"
II Leadership and service		
Team captains . . . . .	10	points
Supply monitors . . . . .	15	"
Marking courts . . . . .	15	"
Organizing activities (club teams) . . . . .	10	"
Other services on grounds, up to . . . . .	10	"
III Teams—clubs—other activities		
Playground teams . . . . .	25	points
Champion playground teams . . . . .	30	"
Inter-playground teams . . . . .	50	"
Champion inter-playground teams . . . . .	60	"
Membership in active clubs . . . . .	25	"
Effort and cooperation on teams and in clubs . . . . .	25	"
Representing playground in activities such as meets, plays, pageants . . . . .as high as	50	"
IV Decathlon		
Events taken from badge tests or chosen by director.	20-50	points
V Initiative—originality in organizing activities		
(awarded at end of summer) . . . . .	50	points
VI Good sportsmanship-citizenship. Awarded at end of summer to those girls and boys who have in the opinion of the director shown special evidence of service, good sportsmanship and fine qualities of citizenship on the playground . . . . .		
	50	points

## INTER-PLAYGROUND AWARDS

In many cities children and leaders are induced to put forth their best efforts through a system of awards to individual playgrounds. From April through September in one city a special contest, game or tournament is conducted each week between the playgrounds, preliminaries being played early in the week and the finals on Saturday. The winning playground has the honor of flying the trophy or honor flag during the following week. At the end of the season the playground which won the flag the most times is given permanent possession of it. This system of necessity involves much inter-playground competition and play away from the home grounds.

In another city there are four playground honor flags—first, second, third and fourth—and they are awarded each week to the four playgrounds winning the highest number of points during the week. Points are given according to a carefully prepared system covering such items as art and handcraft projects, rhythm activities, athletics, field events, swimming, appearance of playground, required reports and programs, increase in attendance, story hour and flag raising and lowering. There is an annual playground trophy awarded to the playground scoring the greatest number of points during the vacation playground season.

Inter-playground point contests doubtless stimulate competition between playgrounds, help in developing a playground spirit and also aid in securing publicity for playground activities. There is a danger, however, that if the competitive spirit is overemphasized the activities for which points may be won will be stressed to the exclusion or detriment of the other features of the program. Ill feeling between playgrounds sometimes results. Furthermore, pressure is likely to be brought to bear on the children to take part in activities or to perform duties—a situation which is contrary to the spirit of the playground. A considerable amount of record keeping is involved where point systems are used and it is often more difficult to grade playgrounds fairly than it is to score individual children on the same playground. There is likelihood that inter-playground activities which draw children from their own playgrounds will have a greater place in the program when such a system is introduced. These factors should be weighed carefully in determining whether or not inter-playground awards are to be used in a playground system.

## CHAPTER XXVII

### ACTIVITIES AWAY FROM THE PLAYGROUND

Among the factors mentioned as influencing program planning was the scheduling of inter-playground activities or of trips away from the playground. In practically all playground systems there are some inter-playground or city-wide events which require groups to travel from their own playgrounds. Increasingly trips are arranged for playground groups to visit points of interest or to go on picnics, hikes or swimming parties. Such activities give rise to a number of problems which are not presented by the routine playground activities. It is important that playground authorities recognize these problems and make definite provisions for meeting them.

It is desirable, first of all, that definite limitations be placed upon the number of events away from the playground which may be scheduled by the director. All events involving travel by playground groups should be scheduled only with the approval of the executive or supervisor. These provisions are advisable in order to prevent overemphasis upon extra-playground activities and the frequent absence of directors from their playground, two factors which tend to result in neglect of the regular program and in undue time and attention being given to limited groups.

The occasions for leaving the playground may be divided into two groups: (1) events suggested, arranged or scheduled by the supervisory staff as a part of the seasonal program in which all playgrounds participate; (2) events arranged by the individual director for his own playground alone, supplementary to the regular program. Under the former classification fall the inter-playground league schedules in such sports as softball, volley ball or dodge ball, and also the city-wide championship series; inter-playground, district and city-wide tournaments of all types; play days and track and field meets in which two or more playgrounds take part; district or city-wide feature events such as a story-telling festival, holiday celebration, pageant, circus or playground festival. The second group comprises the picnic, outing, hike, beach party, trip to a swimming pool, professional ball game, museum, zoo, industry or other place of interest.

#### INTER-PLAYGROUND ACTIVITIES

In recent years many playground authorities have taken steps to reduce the amount of travel by playground groups in connection with

activities definitely sponsored by the department. Increasing emphasis is laid upon intra-playground competition and upon feature events on the individual playgrounds. Each playground selects its own champions in the many events on the playground schedule and conducts its own circus, or track and field meet. Such inter-playground competition as is arranged is conducted on a district or regional basis. From three to eight playgrounds in each district in the city are grouped for such competition; consequently teams are required to travel only short distances. If the selection of individual or team champions for the city is desirable, short tournaments are arranged in which only the district winners participate.

Inter-playground competition should in general be limited to children twelve years of age and older, because it is not advisable for younger children to travel even a short distance to a neighboring playground unless accompanied by an adult leader. Seldom is it justifiable for the playground director or leader to leave his playground for two or more hours in order to accompany to some other playground a team or group comprising only a few boys or girls. On the other hand, some individual, the team captain or manager, an adult or junior leader, should be made responsible for the team or group and for its conduct not only at the other playground but while going to and returning from it. The visiting team should always carry with it a note from its playground director, and teams or individuals should not be permitted to take part in inter-playground games or tournaments unless they have such a note. Under no conditions should the director pay the children's carfare. The division of the city into districts usually makes it possible to walk from one playground to the other. Inter-playground competition for any team should be restricted to one home game and one game away from home each week. There should be a definite understanding as to the responsibility of both home and visiting teams for supplying equipment and officials. Uniform rules should be adopted for all games, contests and activities which are to be used in inter-playground competition.

*Play Days:* A form of inter-playground activity which has gained rapid headway in the last few years, especially among women and girls, is the informal play day. The children and leaders of one or more nearby playgrounds are invited to spend part or all of a specified day on the playground which extends the invitation and serves as host. The object of the play day is to promote camaraderie and develop a friendly play spirit rather than to engage in competitive activities. Games, songs, stunts and contests, in which teams or groups with members selected from the participating playgrounds take part, comprise the program.

Requests for permission to hold a play day or guest day should be submitted to the supervisor for approval. Arrangements should be

worked out in conference with the playground directors of the grounds concerned in order to make sure that there are no conflicting special activities scheduled for the same time. At least one worker from the visiting playground should accompany his group to the playground serving as host and one worker should remain on the playground. In order to attend a guest day away from their playground, children should be required to bring the director written permission to attend signed by a parent.

### CITY-WIDE EVENTS

The city-wide playground festival, pageant, circus or track and field meet presents a variety of problems. Few occasions of this type are arranged during a year or season; where only one such event is held it is likely to be at the end of the season. On such an occasion children from all the playgrounds take part and large numbers of children are interested in attending. Therefore the services of the directors and leaders are needed not only to help conduct the events but to care for the children, both participants and spectators. It is essential that one or more leaders from each playground accompany the children; sometimes the playgrounds are closed for the day the event takes place. If it is held at a place which is beyond walking distance from one or more playgrounds, arrangements for transporting the children by trolley, automobiles or bus are necessary. Sometimes children bring money for their bus or carfare; occasionally the cost is met by a local playground association or from some other special source. Seldom are funds for transporting children provided in the playground budget.

Many thoughtful playground leaders question the wisdom of arranging city-wide events in which young children take part on a competitive basis. In such events as a festival or pageant cooperation is emphasized, but in a track and field meet a spirit of competition is uppermost. Unless extreme care is taken to avoid overstrain and to encourage sportsmanship the effects of the competitive meet are likely to be harmful to the children taking part.

Following a city-wide track meet in which a number of children's relays were featured, the superintendent of recreation in an eastern city asked all of his playground leaders to comment on the results of the meet. Awards for places won in the meet were given to playgrounds and not to individuals. A number of them reported that they considered the meet successful and that the children enjoyed greatly taking part in the relays. Several comments, however, were extremely critical, as indicated by the following quotations:

"From what I saw of the relays I could not say that I observed any real enjoyment. There seemed to be a great deal of nervous tension."



"There is too much friction between the playgrounds for the children to enjoy the events. The events were too taxing for young children."

"One great fault I found in the track meet was that leaders do not employ fair means, so how can we expect the children to be fair?"

"There is too much partiality of leaders to their own teams. I thought the dashes, also, had too many heats. One of my girls, after running 60 yards for the fifth time, collapsed."

"After the track meet I felt that some of the children were oversized in some of the games and many had competed under assumed names."

"One never thinks of the track meet without thinking of confusion and hard feelings. I do not see a thing that is gained from it. It's just another truck ride for the kiddies."

These comments from workers in a city where playgrounds are conducted under competent leadership suggest the difficulties and dangers of city-wide playground competition. They emphasize the necessity for planning and supervising such events most carefully. A wise rule to follow is to avoid the scheduling of city-wide track and field meets until it has been demonstrated through intra-playground and district meets that children are prepared for, and are likely to benefit from, participation in city-wide contests.

### OUTINGS AND TRIPS

In many towns and cities one or more outings are arranged during the summer for each playground. Sometimes these take the form of educational trips to a zoo, museum, industrial plant or other place of special interest. In one suburban city arrangements are made for rainy day trips to centers in the large nearby city. In several cities each playground has a picnic or outing to a large park or bathing center. Sometimes members of playground baseball teams are invited to attend a college or professional ball game as guests of the management. In other communities where there are no facilities for swimming, weekly trips are taken by a playground group to a beach or pool in a nearby city. The nature hike affords opportunities for observation and study which vitalize the nature program on the playground. The day camp sometimes involves considerable travel on the part of individual children or playground groups.

Regulation of playground outings is especially important because they are often not a part of the regular program sponsored by the department and they involve trips to areas which are not under the department's control. Accordingly the question of the liability of the department or of the individual director in case of an accident is likely to be a serious one unless proper precautions are taken. Special rules have been adopted by playground authorities in several cities

with reference to all such outings. They cover such items as the following:

The number of such outings which each playground is permitted to arrange each season is limited, for example, to from two to four per season.

No hike, outing, picnic or trip is to be arranged or held without the approval of the supervisor in charge.

The minimum number of children which justifies holding the outing is specified, possibly twenty.

The group is to be under the guidance of a director or leader, and if conditions warrant, a substitute may be assigned to the playground for the time he is absent. In case the outing is a big playground event requiring the services of all the leaders the playground may be closed for the day.

The minimum age of children to be taken, unless accompanied by parents, is specified. The age varies according to the type of outing.

In order to go on an outing a child must present to the director a regulation permission blank signed by the parent authorizing the child to go and relieving the department of liability in case of accident. Blanks must be properly filled out by director giving information concerning the outing, before being taken home by children. A suggested form for such a blank is described in Chapter XXI.

Hours for returning to the playground are specified. Usually they are 8:00 P.M. for children and 10:00 P.M. for adults. Groups are expected to leave from the playground and return to the playground; leaders are not permitted to leave their group en route.

The names of children should be carefully checked before leaving the playground and before returning to it.

Transportation used for outings should be limited to companies whose facilities are adequately covered by accident insurance. Under certain conditions the use of private cars may be acceptable.

In some cities picnics or outings are restricted to a list of specified areas. Outings to places with bathing facilities are permitted only if approved life guard service is available.

Regular playground funds are not to be used for paying transportation costs for playground groups.

If the group is to be away over a meal hour arrangements should be made for serving, or having the children bring, suitable refreshments.

#### SECURING PRIVILEGES FOR PLAYGROUND CHILDREN

Sometimes it is possible for the playground authorities to arrange for children to secure the use of recreation facilities in the city either without charge or at a reduced rate, even though the authorities do not assume any responsibility for escorting the children to the facility

nor for their conduct or safety while using it. For example, in a city in which the public facilities for swimming are inadequate or entirely lacking, the owner of a commercial pool may be willing to designate one morning each week as playground day and permit children to attend free of charge. Or if a university or club has a battery of tennis courts which are used but little during the morning hours, arrangements may be made for playground children to use them. This type of service differs from the outings previously described in that while using the facilities the children are not under the direct care of the playground authorities. Nevertheless, the success and continuance of such arrangements are of concern to the playground authorities who in a sense are responsible for the conduct of the children. This responsibility is met directly in one city where the exclusive use of a private pool has been secured for playground children one day each week known as Playground Day. On this day a worker is assigned by the playground department for service at the pool to help supervise the children and teach them to swim. Meanwhile activities are carried on as usual on the playgrounds.

## CHAPTER XXVIII

### OPENING AND CLOSING THE PLAYGROUND

Special instructions are frequently issued to workers covering the opening and closing of the playground season and also of the playground day. Because they are factors which have a direct bearing upon successful playground operation and which should be understood by all workers, they merit special consideration.

#### THE FIRST DAY ON THE PLAYGROUND

Most playgrounds, as previously pointed out, are not open the year round and consequently special preparations must be made for the opening of the playground season. The nature and extent of these preparations depend much upon the type and location of the playground. If it is on a school site or in a park with year-round caretaker service the problem is relatively simple compared with an area open and maintained only during the summer months. In the latter case, *before* the playground is opened for use, apparatus which has been stored during the winter months must be set up, supplies of all sorts checked and compared with the inventory, necessary repairs and painting done, the ground and buildings cleaned and put in shape, and the water turned on in buildings and wading pool. These duties are performed by the maintenance staff under the general direction of the executive. They should receive attention several days before the opening date so that necessary repairs and replacements may be made and the playground plant be all ready to function.

It is desirable for the playground director to have a part in these preliminary arrangements although sometimes he does not report for duty until the day the playground is scheduled to open. In any case, however, he should have studied the rules and regulations issued by the department relative to his responsibility for the playground plant. It is highly desirable that before he starts a program he become thoroughly familiar with the facilities under his charge. If the playground is on school or park property and if responsibility for maintenance is shared with a caretaker who reports to some other department or division, the inspection of the grounds and building should be made with the caretaker. Notations should be made as to the condition of grounds and equipment, of buildings inside and out,

especially toilet, shower and club rooms, of trees and other plantings. Record should be made of broken windows, damaged fences, apparatus or other features, and needed repairs of apparatus or equipment should be reported to the office immediately. If conditions warrant, a clean-up campaign may well be organized. The survey should extend to adjoining properties in order that the director may have a basis for judging subsequent claims that damage has been done by playground children. A report of the survey should be made in duplicate and signed by both director and caretaker. As stated in one manual "this physical inventory of the property shall be the first order of business and shall be done thoroughly."

After inspecting the buildings and grounds the supplies should be checked carefully by the director. Game materials should correspond with the items on the inventory charged to the playground. Tools, handcraft materials and playground supplies should be looked over and any essential items that are missing requisitioned. Special attention should be paid to the first aid kit. A supply of forms and record blanks of various types should be on hand and time cards and attendance report forms posted in a convenient place in the office. A definite place should be decided upon for all kinds of supplies, and all workers should understand where they are to be kept. The telephone number of the physician or agency to be called in case of accident should be posted, as well as the department office number. It has been suggested that a few coins be put aside for use in making telephone calls in case of emergency. If there is no telephone on the playground arrangements should be made to use one near by. The bulletin board should be set out and the names of the director and his assistants posted on it, together with the playground hours and the daily and weekly schedule.

Much of the first day is devoted to inspection, unless this has been done previously, and to getting acquainted with the children. Leaders should take time to ask the children's names, to inquire about the preceding year, to find out their play interests, who the leaders and champions are, and to establish a friendly, welcome atmosphere. The opening day is the best occasion for informing children as to rules for the use of apparatus and other facilities and to demonstrate their application. It may also be a good time to show how the whistle is to be used in calling attention to violation of the rules—and to be heeded promptly. When game materials are issued, some individual should sign for them, and instructions should be given as to how the equipment is—or is not—to be used. Enrollment of children usually starts on the opening day, and it affords an excellent opportunity for leaders to get acquainted with the children and to learn their names.

There should be some program activity the opening day. A flag

raising ceremony may be made the occasion for important announcements. A few carefully selected games or stunts with a sure-fire appeal and which, incidentally, demonstrate the worker's ability, help to create a favorable impression. No attempt should be made, however, to put on too much of a program the first day—merely enough to arouse interest and stimulate a desire to return. If the workers have not previously read the weekly forecasts or the weekly or seasonal reports of the playground the preceding season, it is advisable for them to do so on the opening day. If they are not familiar with all the activities which were carried on it is to their advantage to get acquainted with these activities. Workers have many occasions to refer to the manual of instructions during the first few days of the playground season and it should be kept handy at all times. The importance of a smile is emphasized in more than one playground system by the slogan "Smile! Make a smile one of your playground assets." There is no better time to practice this than on the opening day.

#### CLOSING THE PLAYGROUND FOR THE SEASON

Just as the opening day is devoted largely to the preparation for the playground season, so much of the time on the final day is given over to checking equipment and supplies, completing records and preparing to leave the playground in a satisfactory condition. For this reason it is well to have the program stop with a special feature on the day before the leaders finish their work for the season. Sometimes equipment and supplies are kept in the playground building until the following season, but often, especially in the case of systems comprising many playgrounds, they are collected and stored in a central office or supply room. In either case a detailed inventory should be made out on each playground and the supplies checked against it by a supervisor. They should be laid out or put away in such a manner as to facilitate such checking. Balls should be deflated before storing. Items needing repairs or worn out are sent to the office or storerooms. A definite hour is usually arranged when the department truck will call for the equipment and materials.

It is important that a careful inspection of the buildings and grounds be made, and in case of a school building the report of the inspection should be initialed or signed by the janitor. All marks should be removed, holes in the playground filled and the grounds left in the best possible condition. Unless they are to be put to use soon, removable parts of apparatus, benches, tables and other equipment should be stored in the building or else carried to a central storeroom. Before keys are turned in, tags should be attached indicating clearly the room, gate or cabinet to which they belong.

Before they receive their final pay check playground workers should

give assurance that they have satisfactorily carried out their obligations and have accounted for all property charged to them personally. In one city directors are required to report at the department office at a specified time on the day the playgrounds close and to hand in the following:

- Annual report of the playground.
- Attendance cards for the last week.
- Water key.
- Keys charged to them personally.
- Left-over printed forms.
- Last time card.

Books, manuals and special equipment and supplies charged to them personally.

Payment for lost articles must be made at this time. At the same time, workers check with the payroll clerk the amount due them on their final salary check in order to avoid the need for subsequent salary adjustments. In case workers wish to have their final check mailed to them they are required to leave at the office a self-addressed, stamped envelope.

### THE DAILY OPENING AND CLOSING OF THE PLAYGROUND

A definite routine procedure in opening and closing the playground each day is just as essential as the proverbial "winding the clock and putting out the cat." Fairly standardized regulations have been adopted for the use of playground workers and the following with slight variations prevail in most playground systems.

#### *Opening*

1. Report for duty on the playground fifteen minutes before the scheduled opening time.
2. Sign the time sheet on arriving.
3. Unlock all gates and doors to toilet and shower rooms.
4. Inspect carefully all apparatus, equipment and buildings.
5. Report all damage, remove from use any defective equipment and order needed repairs.
6. Set up baby swings and other movable equipment.
7. Check over supplies to be used during the day, inflate balls and prepare other materials for use.
8. At the official opening hour hoist the flag, if there is a flagpole, and have an appropriate ceremony.
9. Post notices on the bulletin board, issue game materials and arrange for the scheduled activities.

Frequently the duty of marking courts and cleaning up the playground must be assumed by one of the leaders. Junior leaders or

organizations sometimes help with these activities, which should be carried out before or immediately after the opening of the playground.

### *Closing*

1. Call in all supplies ten minutes before closing time (a special signal on the whistle may be used to do this) and make sure all are returned and checked in before closing.
2. At the hour for closing lower the flag with an appropriate ceremony, making sure it does not touch the ground.
3. See that all hydrants, faucets, gas and electric switches are turned off.
4. Be sure all windows, doors and cabinets are locked.
5. See that apparatus is properly secured and movable equipment brought into building.
6. Fill in time sheet, attendance record and other necessary reports.
7. Make sure that everything on the playground is in order.
8. See that all children and adults have left the ground. Be the last one to leave.
9. If the playground is fenced, close and lock all gates.

A number of these duties are performed by the caretaker, if there is one on the playground, but responsibility for making sure that they are carried out rests upon the director.



## CHAPTER XXIX

### THE PLAYGROUND WORKER ON THE JOB

In the final analysis the effectiveness of a playground system is measured by the extent to which the workers on the individual playgrounds do their job successfully. Well-phrased objectives, finely developed play areas, comprehensive, well-balanced programs, carefully planned organization, competent supervision and an efficient system of administrative details can be fully utilized only as there is a competent, well-trained, loyal staff of playground workers.

Much that has been presented in previous chapters relates definitely to leadership, procedures and activities on the individual playground. Because of widely differing playground conditions in different cities and neighborhoods, however, few specific rules or regulations can be formulated which are universally applicable. Most playground executives have issued to their workers specific instructions to be followed on the playgrounds under their control. The purpose of this chapter is to review certain methods, principles and procedures applicable to workers on the individual playground and to offer suggestions as to their duties, attitudes and relationships which should help playground workers achieve success in their profession.

The factors influencing the administration of the individual playground, some of which are discussed in detail elsewhere in this volume, are considered here primarily in their relation to the playground worker. They are grouped from the point of view of the worker in his relation to (1) himself personally; (2) his employer; (3) the people attending the playground; (4) the carrying on of the program; (5) his fellow workers; (6) the care of the playground and its equipment; (7) the playground neighborhood.

#### THE WORKER PERSONALLY

Leadership is the key to successful playground service—it is more important than any other element or factor. Therefore the leader should strive to measure up to the standards and prepare himself to meet the qualifications for service described in Chapter V. The good leader has a firm conviction as to the importance of his job, a desire and capacity for work, definite objectives and plans for attaining them, kindness, a keen sense of justice. He personifies the play spirit which

he is attempting to foster in others. The leader needs to keep "physically fit, mentally alert and morally straight" in order to meet the varied and exacting demands of his job. He must maintain a high standard of personal conduct and good taste because he is the children's ideal and will be copied, bad traits as well as good. His influence in the neighborhood is great. Good citizenship and self-control will be taught by the playground only if they are exemplified in the play leader. His dress, posture, speech and personal habits are closely observed and are likely to set a standard for the neighborhood.

The success of the leader is an indication that he is growing in his profession and not merely marking time. The playground worker should continually study his job, strive to improve himself, gain new skills, learn new methods and activities. This may be accomplished by reading new books and magazines dealing with playground activities and developments, by attending lectures, courses and meetings of playground workers, by visiting other playgrounds, trying out new methods, talking with other directors, visiting exhibits and museums. Valuable ideas for the playground program may be gained from newspapers and magazines, and from attending professional performances such as the circus, the theater, or the county fair. The benefits of his observations and studies are reflected in his program. He should not become a one-sided leader, good only in older boys' athletics, for example, or with small children, but should attempt to develop ability in working with various groups.

Every playground worker should have more than one hobby and enjoy them. New interests and skills should be developed from time to time. It is an advantage for him to take an active interest in neighborhood or community affairs and to become affiliated with church, school, or other groups. He should, however, avoid factional, social, political or other alliances which will weaken his influence as a community leader. And he should not grow old!

### THE WORKER AS AN EMPLOYEE

In each playground system definite rules and regulations are prescribed for the conduct of the individual playgrounds and instructions covering them are placed in the hands of every director and leader. In accepting employment the worker becomes obligated to carry out these instructions to the best of his ability. Furthermore, he should know the ideals and purposes of the department and attempt to interpret them to the children and the public.

One of his first acts should be to study carefully the department's manual for workers and familiarize himself with its policies, rules and regulations. Any questions relating to them should be taken up with his superior and he should not change or fail to adhere to them except

with special permission. At the same time, he should use good common sense in an emergency when there is no opportunity to consult his superior.

The following are some of the detailed duties and activities the performance of which indicates a good employee:

The worker is honest in the filling out of all records or reports.

He signs the time sheet indicating each time of arrival at and departure from the playground.

He counts or estimates closely the attendance at the times appointed.

His daily or weekly reports are submitted promptly and record accurately what took place on the playground.

He attempts to carry out the program submitted in his weekly forecast.

He never leaves the playground unsupervised or when supposed to be on duty except with permission.

He keeps an accurate record of all funds, is careful in the use of playground materials and keeps an inventory of all equipment.

He is punctual in arriving at the playground, gives a full day's service and additional time to the playground when conditions require it.

He reports promptly to the office if because of illness he cannot report for duty.

He utilizes rainy days for repairing equipment, working out new projects or in other constructive activities.

In case a substitute reports for work on his playground he makes sure that all essential duties and procedures are understood.

He devotes his entire time while on duty to playground business and does not use playground time for chatting with friends or playing games such as tennis for his own enjoyment.

He observes carefully the rules relating to the opening and closing of the playground and the use of buildings and apparatus.

He studies the playground budget and keeps his expenditures and requests within the appropriation for his playground.

He knows what supplies, repairs and special services are available and does not make unreasonable requisitions or requests.

He assumes personal responsibility for the protection and wise use of the playground.

He respects confidential business of the department and is honorable enough not to disclose it.

He obeys the rule forbidding smoking by employees on the playground or as they enter or leave it.

He does not make it difficult for his successor by building the program around his own personality.

The extent to which the playground worker fulfills these and other obligations as an employee of the department has a great influence upon the effectiveness of his playground service.

## THE WORKER'S RELATION TO THE PEOPLE ATTENDING THE PLAYGROUND

A friendly relationship between the playground worker and the children must be established and maintained if the playground is to continue to attract them. A worker whom the children like because he is kind and fair gains their confidence, exerts a strong influence over them and attracts them to the playground. If parents have confidence in and respect for the worker, they will encourage their children to attend his playground. The worker should therefore strive to build up the friendship and respect of all who come to the playground whether to use the facilities, take part in activities or merely to watch others play.

A first step is to get acquainted with the children, to learn their names and interests. Registration helps make this possible and also gives the worker some knowledge of where they live and other valuable information. Everyone who comes to the playground should be made welcome and to feel at home; this is especially important in the case of adults who come with their children or who themselves take part in activities. Special attention should be paid to the newcomer, who should be introduced to others and helped to find and join an appropriate activity or group. A cordial "Good Morning" or "Good Night" helps establish a friendly spirit. This should not be mistaken for, nor lead to, excessive familiarity toward the worker on the part of patrons, especially children. His dignity and the respect of the children for him should be maintained at all times. To this end as a general rule, the use of the worker's given name should not be permitted and children should be taught, if necessary, to address him courteously by his surname, i.e.; Mr. Blank. Free play periods, noon hours and other times when no special activities are scheduled afford opportunities for leaders to become better acquainted with the individual children. The leader has a real responsibility because, as someone has stated, "Often the only happiness some children ever realize is when they are enjoying opportunities for self-expression on the playground." It is imperative that even though tired the leader should not jeopardize the children's happiness by being impatient or cross. He must avoid giving too much time to a limited group of children and must remember that all deserve and should receive a fair share of his time and attention. The leader should have no favorites or grant any special privileges; the practice of giving treats to special groups should be avoided.

As a part of his responsibility to the playground patrons the good director takes every reasonable precaution to assure their safety at all times, and to this end insists that they use the various areas and equipment properly. He does not permit swearing, gambling, bullying, loafing or other unbecoming conduct, but attempts to interest potential

trouble makers in some form of activity, and if possible to enlist their help in some way. He forbids dogs, firearms, toy guns and bean shooters on the playground. He encourages all to keep busy, realizes that self-government reduces discipline problems and that suggesting what children can do is more effective than reminding them what they can't do. If discipline is necessary, however, he administers it with judgment and fairness. He uses "firm kindness and kind firmness." He keeps a watchful eye out for men of questionable character who may come to the playground for immoral purposes, especially in the vicinity of the wading pool, apparatus area or girls' section, and immediately notifies the police in case his suspicions are aroused. He watches for men who for no good reason loiter in their cars around the playground. He enforces the rules regarding smoking and card playing on the playground. In a tactful way he insists on decent standards in dress and cleanliness on the part of children and adults. He listens attentively to all complaints by neighbors, parents and children, and attempts to deal justly with all. He uses every opportunity to gain good will for the playground and to encourage people to make use of it.

His object is to help the playground afford a maximum of wholesome, enjoyable, play activity. To this end he helps the children get the most fun from their games—and at the same time develop sportsmanship, courage, unselfishness, quick decision, obedience to rules, cooperation and other desirable qualities. He takes an active interest in all their play activities, even if by only a passing word or suggestion. He helps them to gain more satisfaction from their play by coaching or teaching them or by assisting them to play more skillfully; to accomplish this he joins with them in their play for brief periods. He encourages participation in special groups or classes and tries to enlarge their range of interests. He allows as much freedom as possible in all play activities provided it does not interfere with the rights or safety of others. At the same time he does not let the children, youths or adults "run" the playground.

Groups and patrons who attend regularly are given the first opportunity to use the facilities, provided there is more demand for their use than can be granted. Proper reception and treatment are accorded all visiting groups. Since in most cases they come to the playground to see it in operation, if the director and leader are in the middle of a game or other activity, the activity, as a rule, is continued or completed. Sometimes it is advisable to introduce the visitors to the children. Persons who raise questions of an argumentative nature which involve matters of policy, or which relate to parental problems which the worker cannot handle in a satisfactory manner, are referred to the department office. On playgrounds with facilities or apparatus which present special hazards if unsupervised, the worker does not

permit children to stay on the playground during lunch and supper hours, but encourages them to go home promptly as soon as the playground is closed in the afternoon or evening. Nor does he permit children of school age to use the playground during school hours except for some special reason.

The building up of a large, happy, loyal clientele is the best evidence of the playground worker's success in dealing with the people who come to the playground.

### THE WORKER AND THE PROGRAM

"The play's the thing" and the chief job of the playground worker is to provide it. Children come to the playground to swing, to wade, to play in the sand, to take part in games, to dance or to sing, and unless they can do these things the playground fails to make its appeal. The establishment of friendly relations between the children and the workers is essential to the fullest enjoyment of these activities, but unless they are supplied only a limited number will be attracted to the playground. The planning and carrying out of a rich, varied, well-balanced program demand training, resourcefulness and understanding on the part of the worker.

What are some of the ways in which he accomplishes this? The program must provide something for all ages, interests, types and groups, with new activities or special features each week. In planning his program the director fully utilizes the facilities, schedules activities when the groups can best enjoy them, takes into consideration the hot periods of the day, alternates strenuous and quiet activities, makes use of the skills of his assistants and the help available from special supervisors, encourages evening community programs, and balances informal activities with special groups such as clubs, classes and organized teams. He recognizes the interest value of tournaments and contests but makes sure that all stages of skill and ability have a fair chance to achieve success. He conforms to the daily and weekly schedule submitted on his project sheet or prescribed by his superiors, although he is ready to make adjustments in it due to rainy or cool weather or some unforeseen development. He considers constantly the best interests of all on the playground and is careful not to "ride" his own hobby. He studies previous reports of the playground where he is working, learns all he can about the former workers, programs, successes and failures, and uses this information in shaping his own program.

The importance of learning and observing sound techniques in program planning and administration is not to be overlooked. For example, the best methods of introducing, teaching and conducting various types of activity should be followed. Methods commonly used

in the school room may not be successful on the playground. The children's attention will be called to coming events of unusual interest and they will be encouraged to take part. In this connection the bulletin board is very useful. Careful attention will be paid to details in the preparation for special events so as to avoid last-minute confusion and disappointment. No special events or days will be arranged except on approval of the supervisor. Then arrangements will be made in advance for judges to be appointed, necessary equipment to be ready, grounds to be prepared, awards to be provided, records to be made of the winners and necessary police protection to be available. In the case of inter-playground or city-wide events, transportation will be arranged for. The worker makes sure that the results are sent to the press and posted on the bulletin board. He lends every possible aid to the special teachers and supervisors by announcing the time of their visits, helping to organize groups, preparing facilities and materials, and refraining from scheduling at the same hour special events which might tend to compete for the interest of the same children.

The wise director does not permit organization to reach the point where workers get so engrossed in the machinery for routine procedures that it kills the spirit of free play. The program is "his servant, not his master." Much of the time the worker serves as a starter—he gets the group started in an activity, then goes on to another, returning from time to time to see how the group is getting on and to offer helpful suggestions if necessary. In this way "directed freedom" is secured. He also multiplies his usefulness by discovering, training and using natural leaders who can help with various parts of the program and often forms them into a junior organization. He takes advantage of special occasions such as playground assemblies to make important announcements, to report items of special interest and to recognize winners in games and contests. He encourages home talent programs but insists that all numbers be approved by him before they are presented. He sees that for at least one period every day each group on the playground receives some special attention from one of the playground workers.

### THE PLAYGROUND WORKER'S RELATION TO HIS FELLOW WORKERS

Playground service is essentially a cooperative project and the spirit of good will among all members of the playground staff is essential. Friction or ill feeling among workers on the same playground should not be tolerated as it makes impossible the fulfillment of the purpose of the playground. Satisfactory play conditions are possible only if leaders cooperate heartily. Children are quick to sense trouble between workers, and difficulties should never be discussed while they are present.

One of the most effective methods of maintaining a happy relationship among the workers is to have a definite understanding as to the division of duties and responsibilities. Each individual should know to whom he is directly responsible and accountable for the performance of his duties, and he should also know the precise status of his relationship to every other person who serves on the same playground or who has occasion to come to the playground in the performance of his duties. Complaints and grievances should first be taken up with the worker's immediate superior. Only if an understanding cannot be reached should the problem be discussed with the executive, who should set aside some definite time for conference with his workers.

The personal relationships between workers and the resulting problems may be grouped under two headings: (1) those arising between workers on an individual playground, and (2) those arising between the worker on an individual playground and staff workers.

*On the Individual Playground:* On every playground there should be some one person who is in charge and who has final authority. Where there are co-directors (as is sometimes the case, especially where the playground is divided between an area for boys and another for girls), occasions requiring a decision may arise when the two directors differ as to the action to be taken and as to who is responsible. In such situations serious difficulty may result. Where there is a single director in charge he assumes full responsibility for decisions and for the results.

Friction is avoided by having a definite assignment of hours of service. Workers should adhere to them, being especially careful not to overstay lunch or supper periods, since doing so inconveniences their fellow workers. Each worker should be made responsible for a definite part of the program and for carrying on certain duties each day. The director should not relegate all uninteresting or routine tasks to his subordinates but should attempt to fully utilize and develop their respective abilities. There are certain parts of the program such as informal activities and special feature events on which all workers may need to help. The director should enlist the cooperation of his assistants in working out the daily schedule of activities, in assigning the use of facilities and areas and in the distribution of supplies to the end that all groups may have fair consideration. When bulletins or communications relative to the playground are received from the department office the director should share and discuss them with his workers. He should always welcome their ideas and suggestions and they should accept his orders and criticisms in the right spirit. Sometimes new ideas and better methods are developed by having an interchange of duties from time to time. Subordinate workers should be given opportunity to grow in their jobs. This



may often be accomplished by trying them out on various parts of the program. In all cases workers should respect and trust each other and should be ready to share the credit for any achievements or honors which may come to the playground. The director should appreciate and report the achievements of his workers who in turn should give him their loyal support. There should be a willingness on the part of both director and assistants to discuss frankly all shortcomings and failures, and these should not be reported to the supervisor until an opportunity has been afforded for correcting them.

Frequently friction on the playground arises from difficulties with the caretaker or janitor rather than from differences between the members of the leadership staff. This type of problem is less likely to arise on a playground which is controlled, maintained and conducted by a single department than on one where the maintenance and program operation are under separate departments. In any case the specific duties of the caretaker should be defined and the services which he can be called upon by the director to carry on be outlined in detail. The director should know from whom the caretaker receives his orders, if he himself is not responsible. Tact and diplomacy are often needed in dealing with the caretaker, who should not be treated as if he were doing an unimportant task. If he is treated with consideration, is informed as to the objectives of the playground, is given occasional recognition and praise for doing good work and is made to feel that he is doing an important job, his cooperation is very likely to be assured. On the other hand, if he is imposed upon and is not treated with respect by the playground leaders he is likely to make their work difficult. Leaders should not use his equipment or rooms for which he is responsible nor assume any of his duties except with his express permission. In case difficulties arise which cannot be settled satisfactorily on the playground, they should be referred to the department office. If the caretaker is responsible directly to the playground director such difficulties are not likely to occur.

Where volunteers serve on the playground, their special skills or abilities should be used to the best advantage by the director. They should be treated with consideration as people who are giving their time and service, and should be asked to do only useful tasks for which they are fitted and not menial tasks. On the other hand the volunteers should be made definitely responsible for fulfilling their assignments and to realize that what they are doing is only one part of the entire playground program. Under no conditions should a person be permitted to enroll as a volunteer in order to serve some selfish end or ulterior purpose.

*Relations with Supervisors and Special Teachers:* Unless a special effort is made to explain carefully the purpose and functions of the supervisory staff, misunderstandings between them and the workers

on the individual playgrounds are likely to occur. If the supervisor is considered a counsellor, guide and helper who is anxious to make his experience or special skills contribute to the effectiveness of the director's program, the results of his visits are likely to be beneficial. If, however, he is looked upon as a person who has come to the playground to check up on the worker and to report his shortcomings, the value of his service is largely lost. The supervisor should inspire confidence and demonstrate his helpfulness. His visits should be long enough to enable him to form a fair judgment of what is going on at the playground. He should discuss with the playground workers the weaknesses in their program, suggest ways in which it can be strengthened, point out respects in which the worker has failed to abide by the rules of the department and insist that they be adhered to in the future. He should express appreciation for unusual or faithful service. His reports to the office should be fair and should give credit to the workers for good work being done. If he is in charge of a special activity in addition to being a supervisor of the general program, he will not stress his own special subject to the detriment of others. There should be no unfair competition between supervisors for time and emphasis upon their own particular activity.

In return, the director of the individual playground has certain obligations toward the supervisor. He should deal with him directly on all matters for which the supervisor is responsible and should not "go over his head" by reporting directly to the executive. The supervisor should be consulted about all special features, inter-playground activities, requests for special equipment or personnel, proposed changes in program, duties or hours of workers on the playground or in its equipment. The director will take no action on these and related matters except with the approval of the supervisor. He will also be fair in reporting conditions on the playground and will not try to "show off" at the time of the supervisor's visits. He will keep a list of questions and problems to be discussed with the supervisor when he visits the playground. However, he will not immediately stop what he is doing when the supervisor arrives, because one purpose of the visit is to see the playground in action. If the supervisor, in addition to his other duties, conducts or supervises a special activity, the director will cooperate fully in making his visit count. Similarly in the case of special instructors or teachers, the director will prepare for their visits by organizing groups, having meeting places and necessary materials in order.

In all relations between workers, confidences should never be violated. Special activities, outings and entertainments for members of the playground department staff have proved effective means of developing better understanding and cooperation between workers in a number of cities.

## THE WORKER'S RELATION TO THE PLAYGROUND PLANT

In an earlier chapter were listed and discussed the many details which must be looked after in maintaining the grounds, facilities and equipment in good condition. It has also been noted that the responsibility for caring for the playground varies in different cities. Regardless of the specific allocation of duties with respect to playground maintenance, each worker on the playground shares the obligation to maintain the playground plant at the maximum of efficiency. What are some of the specific ways in which the playground worker accomplishes this?

He enforces all rules and regulations relating to the use and misuse of buildings, equipment and grounds; regularly inspects apparatus, supervises its use and upkeep and orders repairs immediately; makes certain that all buildings and features such as the wading pool are regularly cleaned and kept in a sanitary condition; permits no health or accident hazards on the playground; keeps courts well marked; locks up equipment when the playground is not in use; makes sure the playground flag is flying, the drinking fountains are operating and the lights in the buildings and grounds are functioning. He arranges for the regular collection and disposition of playground waste; locates play areas and supervises play activities so as to avoid broken windows or annoyance to neighboring property; gives regular attention to the care and maintenance of all landscaped areas; makes sure all rooms in playground buildings are well ventilated and takes every precaution to prevent fires in them. He prevents the posting or distribution of any advertising notices or posters on the playground.

He is equally alert in the care and use of playground supplies. He keeps an inventory; provides a place for everything and keeps it in its place; develops a system of giving out and checking in all supplies; restricts the kinds of supplies to be used outdoors on rainy days; makes needed repairs at once; uses no school equipment without permission; apportions supplies fairly among all groups; is careful in the storage of handcraft materials; keeps the storeroom or supply cabinets locked; insists on the proper use of game materials; does not permit any supplies or equipment to be taken from the playground; turns in for exchange all materials worn out or no longer needed.

A few other ways in which the playground worker fulfills his duties with respect to the playground plant follow: He does not loan his keys for buildings, grounds or equipment but makes sure they are used properly; insists that people wear suitable shoes when using courts or building; forbids the playing of baseball, golf, archery or bicycle riding except on specially designated areas; makes sure that benches are where needed and not under the apparatus or in out-of-the-way secluded spots; keeps a careful record of all permits; grants no

special privileges; arranges for local playground teams and groups to have first choice in the use of areas and facilities; obtains for his playground, for regular use or on special occasions, such facilities as lights, hydrant showers, moving picture machines, band stand or bleachers; makes certain that school buildings are kept locked except at stated times or unless certain rooms shut off from the rest of the building are made available for playground use. The adoption and enforcement of good housekeeping rules materially facilitate playground operation and insure a greater return in service rendered.

### THE WORKER'S RELATION TO THE NEIGHBORHOOD

The continued operation and maintenance of a playground are often determined by the attitude of the people in the neighborhood toward it. If they are thoroughly convinced of its value and have enjoyed its facilities and activities, any suggestion that the playground be closed or its program discontinued is sure to meet with a loud and insistent protest. On the other hand, if the playground has been conducted inefficiently and has had only a mediocre program, its closing through budget reductions or some other reason does not result in any serious objection on the part of the people. If it has been mismanaged and has been a bad neighbor, there may even be a demand that it be closed. The development of a spirit of good will toward the playground on the part of the community in which it is located and of an appreciation of the service which it is rendering is a function which must not be overlooked by the playground worker.

Important as it is to know and to greet all who come to the playground, the worker's responsibility does not end there. At the earliest opportunity he makes the acquaintance of the leaders and people of influence in the community or neighborhood—the newspaper editor, clergymen, school principal, policemen, firemen, ward leaders, bankers and storekeepers. Each contact or interview provides an occasion for interpreting playground ideals and services and of offering and requesting cooperation and interest. No time should be lost in meeting the neighbors, in convincing them that everything possible will be done to make the playground an asset and not a liability and in assuring them that any suggestions or complaints will be listened to and followed up sympathetically. The worker visits the homes of the children in instances where some problem has arisen which cooperation on the part of the parents might help solve. He attempts to find out why people do or do not come to the playground. Where the facilities of the playground are suitable for adults and young people the director should “go after” the street corner gang, the pool room crowd and the athletic and social clubs and offer the facilities of the playground. Unemployed adults should not be overlooked.

The worker also gets in touch with organizations which might be interested in the playground, such as the Parent-Teacher Association, the civic clubs, the American Legion or the women's club. He suggests specific ways in which they may be able to help the playground, either as a club or as individuals. As he comes to know the parents of the children who attend he forms mothers' clubs, dads' clubs or some other groups who serve as sponsors and assist the playground workers. He gives them definite opportunities to serve and arranges special events for them. Under no conditions, however, does he permit community agencies or playground groups to organize playground events, arrange for prizes, donations or spreads for playground children, erect any equipment or plant any trees or shrubs on the playground without the express permission of the proper playground authorities.

The worker becomes familiar not only with the people but also with the neighborhood and with other parts of the city. By using different streets in coming and going between the playground and his home he learns about the conditions under which the people live. Unless the information is already available through the department, he finds out what facilities there are in the city for swimming, hiking, picnicking and winter sports; what museums, factories, public buildings and places of special interest might be visited by playground groups; what services available by the health, fire, police and other city departments might be utilized by his playground. He investigates the possibility of securing waste materials from stores and factories for use in the handcraft program; learns about existing music, drama, art or nature groups which might serve the playground or which individuals from the playground might join; keeps informed about all plans for special activities and events in the city and neighborhood in which the children might be interested or which might affect playground attendance. He investigates available indoor play space and the possibility of securing its use on rainy days.

A few added suggestions for building up neighborhood good will and support are offered:

Do not solicit merchants for merchandise prizes nor for advertisements in the playground paper.

Keep in touch with the police, soliciting their help in problem cases, offering cooperation in eliminating trouble caused by playground children, and advising them of special events.

Do not permit noisy outdoor activities after 8:30 P.M.

Encourage children to be quiet in returning to their homes in the evening and to be courteous to the neighbors and to all who come to the playground.

If you are authorized to submit information directly to the press, give the newspapers prompt releases and accurate reports of playground happenings; otherwise turn them in at the department office.

Use neighborhood leaders and city officials as judges and officials at feature events, to give out awards and for other special duties.

Have the use of the playground on Sunday conform to public opinion and desires of the neighborhood, making certain that there is no disturbance of religious services in the immediate vicinity.

In case the playground is operated on a year-round basis the director should make a careful survey of the neighborhood, check closely on attendance and the distance travelled by people using the playground, and attempt to discover the special play interests, skills and desires of the people in the neighborhood. A playground council composed of representatives of the various groups organized on the playground is helpful in finding out play needs and in organizing a program to meet them.

### IN CONCLUSION

An excellent example of a manual for the playground workers of a city is *The Playleaders' Guide* issued by the Milwaukee Public Schools. In the foreword Miss Dorothy C. Enderis defines for the playleaders some of the essentials to successful service on the playground. She points out, for example, that whereas the backbone of playground success is a well-planned, varied, well-balanced and consistently carried out program, above the program stands an intangible something called spirit or atmosphere. The mainspring of this spirit lies within the heart of the playleader. The successful leader, according to Miss Enderis, does not think and plan primarily in terms of the "playground" but of the boys and girls, men and women whose lives it is his privilege to touch and whose happiness it is within his power to enhance. Her closing words provide a real challenge and inspiration to all who are engaged in or are considering work on the playground:

"A playleader who perfunctorily carries on activities and guards his playground against physical mishap has a job. He who adds skill and technique to these duties creates a profession, but he who crowns his profession with consecration and devotion performs a mission, and the children, youths and adults who come to him for play and sport carry away deeper values and greater riches than the mere memory of a happy day, and the community which has intrusted to him the leisure hours of its citizenry shall call him blessed."<sup>1</sup>

<sup>1</sup> *The Playleaders' Guide*. Milwaukee: Public Schools. 1935.

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## INDEX

- Accidents: liability for, 41, 346; employees' liability insurance, 236; prevention of, 334; proper use of apparatus and facilities, 335-339; study of, in Los Angeles, 339; first aid treatment, 340-342; procedure in case of serious accidents, 343-344; reporting accidents, 344-345. See *Safety, Apparatus*.
- Activities: of the well-developed playground, 9-10; classification of, 117-124; relation of age to, 124-128, 139; of sex, 128-131; routine activities, 132; continuous or self-directed, 132; organized group, 133; special events, 134; contests and tournaments, 134; special weeks, 136; coordination of, 143; inter-playground, 144; evening, 144; spring and fall, 169-175; year-round, 175-179; organization and conduct of, 195-206; conduct of by supervisors, 225; activities away from the playground, 368-373. See *Inter-playground activities, Methods of organizing and conducting activities, Programs*.
- Administrative control of playgrounds: legal authority for, 209-211; types of, 210-213; who should administer? 213-215; determination of policies, 214-216; administrative forms, 301-310. See *Legislation, Records and reports*.
- Age characteristics and interests, 124-129, 139.
- Albany, N. Y., 348.
- Annual report: of year's work, 291, 318; of individual playground, 299.
- Apparatus: space requirements for, 11; for children of various ages, 14, 16; value of, 15; care of, 41-43; avoidance of dangerous apparatus, 334; rules for use of, 335-338; inspection and repair of, 338. See *Safety*.
- Application blank, 78-80.
- Arts and crafts, 120. See *Handcraft, Activities, Supplies*.
- Attendance taking, 308-310.
- Awards: why awards? 354-356; to whom? 356; kinds of, 356-358; bases for making, 358-360; control over use of, 360; presentation of, 361; merit point systems, 361-366; inter-playground awards, 367.
- Baltimore, Md., 162.
- Baseball diamonds: space requirements for, 18; rules for use of, 249.
- Beautification, 10, 15, 24, 47. See *Layout*.
- Behavior problems, 349; how to assure proper conduct on the playground, 350-352; penalties, 352.
- Berkeley, Calif., 74, 174.
- Birmingham, Ala., 302, 304.
- Braucher, Howard, 5.
- Brown, V. K., 99.
- Budgets: definition of, 259; preparing for, 259-261; guiding principles in budget making, 261; suggested budgets—for the individual summer playground, 262-268, for spring and fall playgrounds, 269, for year-round playground, 270-272. See *Finance*.
- Buildings: shelter house, 14; playground building, 20; regulations for use of, 253.
- Bulletin board, 319.
- Burdick, William, 54.
- Caretakers: need for, 37; duties of, 38, 230; providing for in the budget, 267; relationship with, 387. See *Maintenance of playgrounds*.
- Chicago, 67, 92, 99, 130, 131, 178, 317.
- Cincinnati, 211.
- City planning: cooperation in, 324.
- Civil service, 70-74.
- Clegg, Gilbert, 13.
- Cleveland, Ohio, 77, 92.
- Closing the playground: the final day of the season, 376; the daily closing, 378.
- Coaching, 203.
- Compensation, 236. See *Accidents*.
- Construction, 22-24. See *Layout*.
- Contests and tournaments, 135, 170. See *Activities, Programs*.
- Costumes of workers, 241-243.
- Daily program: division of hours, 152-154; suggested programs, 153-156.
- Detroit, Mich., 63, 284, 306.
- Director: definition of, 56; duties of, 163-165, 222, 228; qualifications for, 65; assistant, 66, 223; examinations for, 72-76; assistance of in playground planning, 147; suggestions regarding organization and conduct of activities, 195-206; reports of, 292-301. See *Personnel, Relationships, Worker on the job, Records and reports*.
- Dramatics: activities, 122; arousing interest in, 205. See *Programs*.
- Equipment: for games and sports, 17; the wading pool, 20; the playground building, 21; the outdoor theater, 21; miscellaneous, 320; use of indoor facilities, 253. See *Apparatus, Supplies, Layout, Regulations*.
- Evanston, Ill., 316.
- Evening activities, 144, 153, 263. See *Summer playground programs, Program planning*.
- Examinations for playground positions, 71-76.
- Fees and charges: as supplementary income, 257; practise regarding, 276. See *Tennis courts*.

- Fencing, 23.
- Finance: sources of funds, 256-259; the budget, 259-272; financial record keeping, 272-275; handling funds, 275; fees and charges, 276; bond issues, 277.
- Fire department: cooperation with, 321.
- First aid, 340-342. See *Accidents*.
- Forms and blanks: application blanks, 78-80; for rating workers, 91-93; record forms, 280-282; for recording supplies, 283-285; time report blanks, 285-287; registration blanks—for individual, 289, for playground teams, 290; for weekly reports, 296; for supervisor's weekly report, 302-305; permit forms, 306-308; accident report blanks, 345. See *Records and reports*, *Personnel*.
- Fort Worth, Texas, 247.
- Functions of the playground, 1-5, 9-10.
- Game courts and fields: space requirements for, 11, 18, 19; factors in planning, 17; surfacing, 22; game supplies, 28-29; marking of, 43; regulations for use of, 248-255; elimination of accidents on, 339. See *Baseball diamonds*, *Tennis courts*.
- Games: list of, 118-119. See *Game courts and fields*, *Activities*, *Programs*.
- Glendale, Calif., 113.
- Gourley, J. H., 62.
- Greenwich, Conn., 283.
- Handcraft: materials for, 32-33; requirements for supervisor of, 63; arousing interest in, 205. See *Arts and crafts*, *Activities*.
- Health: values of playgrounds for, 1, 346; cooperation with Health Department, 322, 347; proper care of grounds and facilities to assure health values, 346; personal hygiene, 347; health education, 348.
- Hjelte, George, 260.
- Hours: during which playgrounds are open, 140; division of in daily program, 153; suggested programs, by hourly periods, 153-156; scheduling of workers, 228, 232; recording of hours served, 238; fixing playground hours, 244-246. See *Programs*, *Regulations*.
- Houston, Texas, 113, 320.
- Ideal playground, 2-5.
- Institutes, 81, 82; typical programs, 83-85; for volunteers, 112.
- Inter-playground activities: place of, 144; in Chicago, 178; awards for, 367; methods of conducting, 368-369; play days, 366; city-wide events, 370. See *Activities*, *Methods of organizing and conducting activities*.
- Intra-playground activities, 200-203. See *Activities*, *Methods of organizing and conducting activities*.
- Inventory, 283.
- Jacksonville, Fla., 103.
- Johnson, George E., 51, 125.
- Junior leaders: values of, 96; types of, 97; services rendered, 98, 99, 200, 336; organization of, 100; in safety patrols, 101-102; junior police, 103; junior officials' clubs, 103; principles involved in use of, 104-106; self-government, 106-108. See *Leadership*.
- Kenosha, Wis., 172.
- Layout: from point of view of functions to be served, 9, of space requirements, 10-12, 18; of accident prevention, 333; principles of design, 13; divisions of the playground, 13-15; apparatus, 15-17; games and sports areas, 17-19; essential construction features, 22-25. See *Layout*, *Equipment*, *Planning*.
- Leader (play): position defined, 57; duties of, 66; qualities of, 66, 224. See *Worker on the job*.
- Leadership: place of, 51; importance of, 52-54; leadership versus supervision, 51; qualifications for, 55; types of positions, 56-58; duties and qualifications of workers, 58-67; selection of workers, 68-80; training, 81-90; workers' organizations, 88; rating systems, 91-95; junior leadership, 96-108; volunteers, 109-114; indirect leadership, 143. See *Volunteers*, *Personnel*, *Worker on the job*, *Behavior problems*.
- Leagues, 197, 200-203. See *Methods of organizing and conducting activities*.
- Lee, Joseph, 51, 52, 349.
- Legislation: authorizing establishment of playgrounds, 209-211; employees' liability, 236.
- Library: on the playground, 34; cooperation with library department, 323.
- Life guards, 57.
- Lighting, 24, 25.
- Lima, Ohio, 83.
- Linguistic activities, 123.
- Los Angeles, Calif., 60, 66, 92, 242, 260, 272, 285, 345.
- Louisville, Ky., 83, 173.
- Maintenance of playgrounds, 37; need for maintenance crew and equipment, 38; upkeep of playgrounds, 39; care of apparatus, 41-43; of game courts, 43; of play materials, 44; protection of property, 47; workshop, 38, 230; maintenance staff, 230; worker's relation to playground plant, 389. See *Caretakers*, *Junior leaders*.
- Memphis, Tenn., 178-192.
- Merit point systems, 361-366.
- Methods of organizing and conducting activities: opening day on the playground, 195-197; informal leagues, 197; attracting younger children, 198; organizing diversified program, 199; intra-playground leagues, 200-203; coaching on the playground, 203; organizing non-athletic activities, 204-206.
- Milwaukee, Wis., 13, 30, 286, 290, 300, 307, 392.
- Music: activities, 121; arousing interest in, 205. See *Programs*.
- National Recreation Association, 11, 15, 27, 31, 51, 55, 61, 69, 70, 81, 85, 131, 152, 175, 215, 241.
- Nature and outing activities, 123.
- Neighborhoods, 141, 390-392.
- New York City, 67.

- Newburgh, N. Y., 210.  
 Newspapers: as publicity media, 313-315; playground news sheets, 315-317.  
 Newton, Mass., 253, 308.  
 Non-athletic activities: list of, 119-124; organization of, 204-206. See *Activities, Methods of conducting activities*.  
 Oak Park, Ill., 179.  
 Oakland, Calif., 44, 85.  
 Observation tours, 318.  
 Oklahoma City, Okla., 329.  
 Opening day on the playground, 195-197; 374-376; publicity for opening, 311-313; daily opening, 377.  
 Ordinances, 210. See *Legislation*.  
 Organizations: of workers, 88, 148; of junior leaders, 100-103; of volunteers, 113; of playground participants, 133; of parents, 313, 327; municipal departments cooperating with recreation department, 321-325; private organizations serving, 325-327; adult organizations for playground service, 327-329; city-wide federations, 329. See *Relationships*.  
 Outdoor theater, 21.  
 Outings and trips, 371-373.  
 Parents: councils and committees, 313; playground clubs, 327. See *Volunteers, Publicity*.  
 Park department: as administering body, 212; cooperation with, 324. See *Organizations, Relationships*.  
 Permits: for use of baseball diamonds, 249, of tennis courts, 251-253, 307-308, of special facilities, 307; indoor facilities, 253; for picnics and hikes, 307. See *Forms*.  
 Personnel: regulations regarding, 232-243; records, 285-289. See *Staff, Regulations, Records and reports, Worker on the job*.  
 Philadelphia, Pa., 107.  
 Planning:  
   The playground, 12-15, 17-21, 22-26. See *Layout, Equipment*.  
   The program, 138-194. See *Program planning, Summer playground programs, Spring and fall playgrounds, Year-round programs*.  
   The System: legal authority for establishment of, 209-211; types of administration, 211-215; securing funds for, 277.  
 Play days, 369.  
 Playground or recreation commission, board or department: legal authority for, 209-211; as administering body, 211, 213; responsibility—for determining policies, 215, for budget preparation, 259, for acquiring and developing playgrounds, 277; cooperation—with municipal departments, 321-325, with private organizations, 327.  
 Police department: cooperation with, 322, 353.  
 Policies: responsibility for determining, 215; regarding personnel, 232-243; use of areas and facilities, 248-255. See *Personnel, Staff, Regulations, Finance, Records and reports*.  
 Pre-school, 14.  
 Program planning: importance of flexible plan, 138; factors influencing planning, 139-142; suggestions for, 142-145; controlling individual playground programs, 145-147; securing suggestions, 148; common mistakes, 148; special phases of, 193. See *Programs, Activities*.  
 Programs: types of, 149; preparing for, 150; summer playgrounds, 152-168; spring and fall, 169-174; year-round, 175-192; special phases of planning, 193. See *Program planning, Activities*.  
 Publicity: announcing the opening of the playgrounds, 311-313; the newspaper as a publicity medium, 313-315; playground newspapers, 315-317; other publicity media, 317-319; bulletin board, 319.  
 Radio programs, 317.  
 Rainy days, 237.  
 Rating systems: value of, 91; some typical systems, 91-94; limitations of, 93; promotion of workers, 95.  
 Reading, Pa., 163-165, 299, 329.  
 Records and reports: responsibility for keeping, 229; financial records, 273-275, 282; types of records, 278-280; forms, 280-282; playground inventory, 283; supply requisition forms, 284; department employees' records, 285; time reports, 238, 285-287; lists of individuals and agencies, 286, 288; registration—of individuals, 288-289, of playground teams, 290; reports of playground activities and services, 290-291; annual report, 290; weekly playground report, 292-298, forecasts, 300; daily, 299; annual report of individual playground, 299-301; supervisor's weekly report, 302-306; permit forms, 306; attendance taking, 308-310; accident reports, 344. See *Forms, Personnel*.  
 Registration, 288-290.  
 Regulations: for caretakers, 38; for care of apparatus and facilities, 41-43; for care of play materials, 44-47; for personnel, 232-243; absence from duty, 234-235; injuries and sickness, 236; rainy days, 237; vacations, 238; time sheets, 238; salaries, 239-241; fixing playground hours, 244-246; general regulations for use of play areas, 247; for use of special areas, 248-255. See *Records and reports, Forms, Permits*.  
 Relationships: cooperation of municipal recreation department with Fire Department, 321, Health Department, 322, Police Department, 322, Library Department, 323; with private organizations, 323-327; adult organizations for playground service, 327-329; relationship of workers, 385-388. See *Staff, Worker on the job*.  
 Robinson, Charles Mulford, 24.  
 Safety: contribution of playgrounds to, 1; fencing as safety factor, 23; safety patrols, 101, 336; importance of layout as safety factor, 333; proper use and care of apparatus and facilities, 335-338; elimination of hazards, 339; care of injuries, 340-345. See *Accidents*.

- Saint Louis, Mo., 313.  
 Saint Paul, Minn., 103.  
 Salaries, 239-241.  
 San Francisco, Calif., 192, 286.  
 School department: as administrative body, 212; cooperation with, 324. See *Relationships, Organizations*.  
 Schwendener, Norma, 129.  
 Seattle, Wash., 74.  
 Selecting playground workers: sources of, 68-70; civil service, 70-72; examinations, 71-76; other methods of selecting, 76-78; application blank, 78-80; appointment, 80; reemploying workers, 80. See *Personnel*.  
 Sex differences influencing play, 128-131.  
 Social activities, 119; picnic kits, 30; party kits, 31.  
 Space requirements: for essential playground features, 10-12; for game courts for children, 18, for adults, 19. See *Layout*.  
 Special events, 134.  
 Special teacher or specialist, 222. See *Supervisors*.  
 Special weeks, 136.  
 Spokane, Wash., 171.  
 Spring and fall playgrounds: increase in, 169; popular spring activities, 170-173; fall activities, 173-175; budgets for, 268-270.  
 Staff: meetings of, 85-89; organization of, 217-218; supervisory staff, 219-222; on the individual playground, 222-224; relationships, 224-226, 388; division of work on individual playground, 227; hours of duty, 228; central office staff, 229, maintenance, 230; personnel regulations, 232-243; securing aid of in budget preparation, 259. See *Worker on the job, Relationships, Personnel*.  
 Summer playgrounds: daily program, 152-156; weekly program, 157-159; existing summer programs, 162-168; budgets for, 262-269; playground reports, 291-301. See *Records and reports, Programs*.  
 Sunday operation, 246.  
 Superintendent of recreation: position defined, 56, 57; duties of, 58-59; examinations for, 72; relationship to managing authority, 215; problems of staff organization, 217; responsibility of for preparing budget, 259, for playground development, 277. See *Worker on the job, Staff, Relationships, Organizations, Records and reports*.  
 Supervisors:  
   Of playgrounds, centers or departments, 56; duties of, 59, district or assistant, 60, 219; qualifications for, 61; relationship to director, 224; weekly report of, 302-306. See *Staff, Records and reports*.  
   Of special activities, 56, 57; duties and requirements, 62, 220; relationship to director, 224; policy regarding conduct of activities, 225; combination, 221. See *Staff, Personnel, Relationships*.  
 Supplies: importance of, 27; for active games and sports, 28; for quiet games, 29; picnic kits, 30; party kits, 31; handcraft materials and supplies, 32-33; accessories and miscellaneous equipment, 33; library, 34; tools, 35; care of, 44-47; record of and inventory, 283. See *Records and reports, Apparatus*.  
 Surfacing, 17, 22-23.  
 Tacoma, Wash., 171.  
 Tennis courts: space requirements for, 18; regulations for use of, 251-253; reservation schedule, 307-308.  
 Toledo, Ohio, 302-303.  
 Tools, 33, 35.  
 Training of playground workers, 81-90. See *Institutes, Staff*.  
 Union County, N. J., 299.  
 Volunteers: values of, 109; ways of using, 110; sources of, 110; essentials to successful service, 112; playground sponsors, 113; relationships with, 387. See *Relationships, Organizations*.  
 Wading pool, 20; rules for use of, 248, 338.  
 Weekly playground program, 157-159; in Memphis, 180-192. See *Programs*.  
 Winter activities, 21, 246.  
 Worker on the job: the worker personally, 379; as an employee, 380; relation—to people attending playground, 382-384, to the program, 384, to his fellow workers, 385-388, to the playground plant, 389, to the neighborhood, 390-392. See *Relationships, Personnel*.  
 Year-round programs: characteristics of, 175-177; examples of, 177-193; budgets for, 270-273. See *Planning*.



































23

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